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SUMMARY
OF
RELIEF AND FEDERAL WORK PROGRAM STATISTICS

1933–1940

By
Theodore E. Whiting
and
T. J. Woofter, Jr

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Letter of Transmittal

WORK PROJECTS ADMINISTRATION,
Washington, D. C., August 1, 1941.

SIR: I have the honor to transmit a report entitled *Summary of Relief and Federal Work Program Statistics, 1933–1940* which analyzes the trends and volume of public relief and Federal work program recipients and of payments to these recipients during a period beginning near the bottom of the depression of the early thirties. The report brings together national data for the entire period since the beginning of Federal participation in relief activities in 1932.

Statistics on payments to recipients are shown for all public relief and Federal work programs for the months from January 1933 through December 1940. In addition, monthly estimates of payments to recipients of both private relief and certain major types of public relief are presented for rural-town areas and for the continental United States. These figures cover the five-year period beginning with 1932, the first year for which it has been possible to assemble adequate statistics for the country as a whole.

The report presents recipient statistics for each public program and for all programs combined. Estimates of the unduplicated numbers of recipients are presented in terms of households and of persons included in these households. These estimates, which cover the period 1933–1940 were made in cooperation with the Social Security Board, Bureau of Public Assistance. The criteria used in selecting programs for purposes of integrated statistics are outlined in the introduction.

The unduplicated numbers of recipients reached their peaks during the first quarter of 1934 when the Civil Works program was in operation. In both January and February of that year approximately 8,000,000 households, representing more than 28,000,000 persons, received some form of public relief or employment on Federal work programs. During the next four years substantial reductions occurred in the numbers of recipients, reflecting the improvement in general business conditions. The rise in unemployment that began at the end of 1937 was followed by a secondary peak of about 21,000,000 persons in the winter of 1938–39. The net number of recipients declined substantially as employment conditions improved after the first quarter of 1939. By December 1940, the last month covered by

the report, the number had been reduced to less than 15,000,000 persons, who were members of 5,400,000 households.

This analysis was made under the direction of Emerson Ross, former Director, and Malcolm B. Catlin, present Director of the Division of Statistics and of Howard B. Myers, Director of the Division of Research of the Work Projects Administration. The report was prepared by Theodore E. Whiting of the Division of Statistics and T. J. Woofter, Jr., of the Division of Research. Eulalia Wall of the Division of Statistics assisted in the preparation of the report and in the development of the unduplicated estimates. Franklin Aaronson of the Division of Research also contributed to the development of the estimates. Valuable advice concerning a number of technical problems was obtained from the Joint Committee on Relief Statistics of the American Public Welfare Association and the American Statistical Association.

Respectfully submitted.

CORRINGTON GILL,
Assistant Commissioner.

HON. HOWARD O. HUNTER,
Commissioner of Work Projects.

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INTRODUCTION

MEASURES ADOPTED by Federal, state, and local governments to meet the situation created by the depression of the early thirties have embraced the fields of relief, in the sense of alleviation of human distress resulting from destitution and unemployment; of recovery, in the sense of efforts to restore economic balance; and of the public welfare, in the sense of increased aid to public education, public health, and similar social services. It is not always simple to differentiate the expenditures for these various purposes because some programs have combined two or more objectives. The Public Works Administration, for example, had the dual objective of relieving unemployment and of increasing purchasing power through the construction of public works. The Civil Works program was established to promote recovery as well as to provide useful work for those in need of employment. Such duality of purpose, which is inherent in the various Federal work programs, gives wide latitude to the statistician as to what should be included in an integrated series pertaining primarily to the field of relief.

The criterion of need for relief on the part of the recipient does not provide a satisfactory basis for the selection of programs for inclusion in an integrated series. A number of the major programs have always required that only those applicants who were found to be in need upon investigation should be eligible for benefits. This has been true of the general relief program, the special types of public assistance for the aged, the blind, and dependent children in which the Social Security Board participates, and the program of the Work Projects Administration. Certain other agencies that have provided jobs for the unemployed generally have not restricted employment to persons who were investigated and found to be in need.

The Civilian Conservation Corps, for example, has given priority to persons from families eligible for or receiving relief but has not limited enrollment to such persons except during a relatively short period when the program was financed with funds allocated from the Emer-

gency Relief Appropriation Act of 1935. The Public Works Administration also received allocations of funds from this appropriation. A considerable number of the PWA employees paid from these funds were certified as in need but other persons employed on PWA projects were not required to establish eligibility for relief. Approximately half of the persons employed on the Civil Works program were transferred from the general relief rolls; the remainder were given jobs without investigation as to need.

Agencies such as the CCC, the PWA, and the CWA did not collect complete monthly statistics on the total numbers of their recipients who were eligible for relief because this information was not necessary for their program operations. For these agencies figures on relief status are limited, for the most part, to the numbers certified as in need who were paid from funds made available under emergency relief appropriation acts.

Figures on the unduplicated total numbers of persons certified as in need would therefore be subject to fluctuations that were not associated with changes in the extent of need. Moreover, they would be of limited usefulness as a measure of the changes that have occurred in the total numbers of unemployed persons for whom jobs have been provided.

The first integrated series that the WPA developed after the reformulation of Federal relief policies in 1935 was limited to persons certified as in need of relief who benefited from certain major programs.[1] This series omitted all persons benefiting from the programs of the Civilian Conservation Corps and the National Youth Administration and all nonrelief persons, although it included rough estimates of the number of CWA employees who would have received general relief if the Civil Works program had not been undertaken. The series provided an approximate measure of the changes that had occurred in the number of relief recipients up to that time, but it did not attempt to indicate the total numbers of recipients who were certified as in need of relief, or the total numbers who were eligible for relief.

If all recipients formally certified as being in need had been included in the unduplicated totals prepared in 1936, the trends would have been distorted by changes in practices of certain agencies with respect to eligibility requirements. The alternative of estimating the total numbers of recipients who would have been found to be in need of relief if they had been investigated, was considered inadvisable because of the meagerness of the data from which estimates could be prepared. Moreover, the concept "need of relief" is elusive.

[1] See Emerson Ross and T. E. Whiting, "Changes in the Number of Relief Recipients, 1933–1936," in *Monthly Report of the Federal Emergency Relief Administration*, June 1936, pp. 1–21.

Actual requirements and standards for making certifications of need have not been uniform for all programs; and standards for individual programs have been changed from time to time and have varied somewhat from community to community.

Because of the difficulties encountered in constructing a satisfactory time series on the total number of relief recipients, a new series was developed in 1938 for the purpose of measuring all public relief and employment provided through programs designed to meet the problems of unemployment and poverty.[2] Since that time some modifications in content and in methodology have been made but the basic concept of the series has not been altered. The figures presented in this series include both relief and nonrelief employment on all Federal work programs that have had as one of their major purposes the furnishing of jobs for the unemployed. Formal certification of need has been required, during some periods at least, under each of these programs.

Employment on regular Federal construction projects was for a time included in the totals in order to avoid distortion arising from the many shifts between regular and emergency appropriations in financing certain types of Federal construction work. This type of employment was eliminated from the unduplicated totals in the latter part of 1940 because of the sharp rise that resulted from the construction of army cantonments and other military and naval facilities undertaken for the purpose of strengthening national defense rather than of absorbing the unemployed. The change in the content of the series was made upon the advice of the Joint Committee on Relief Statistics of the American Statistical Association and the American Public Welfare Association.

The following programs therefore are included in the integrated series presented in this report: general relief; the special programs of the Federal Emergency Relief Administration; the Civil Works program; the special types of public assistance (aid to the aged, aid to the blind, and aid to dependent children) in which the Social Security Board participates; the Farm Security Administration grant program; the employment programs of the Work Projects Administration, the National Youth Administration, the Civilian Conservation Corps, and the Public Works Administration; and the employment on construction projects of other Federal agencies which have been financed with emergency appropriations. Data on regular

[2] This series, which was prepared with the cooperation of the Social Security Board, is presented and described in T. J. Woofter, Jr., and T. E. Whiting, "Households and Persons Receiving Relief or Assistance," *Journal of the American Statistical Association*, June 1938, pp. 363–372. Revised figures have been presented and analyzed in monthly and annual publications of the Work Projects Administration and the Social Security Board.

Federal construction projects are not included in the unduplicated totals, although figures for these projects are shown in separate sections of the tables for purposes of comparison. The principal characteristics of each of these programs are summarized in Chapter I.

The consolidated series does not include programs undertaken to promote economic recovery and security through measures other than relief and employment programs, such as loans to private individuals and corporations; benefits which involve the contributory principle (of which the unemployment compensation and old-age and survivors benefits under the Social Security Act are examples); payments to farmers for the control of agricultural production; or the distribution of farm surpluses by the Surplus Marketing Administration.[3] Programs designed to promote the more general aspects of public welfare in such fields as health, recreation, and education have also been excluded unless they were incidental to direct employment or relief programs.

Duplication between the statistics for various programs has been determined and eliminated on the basis of information available to the Work Projects Administration and the Social Security Board. Because of the limitations of the sample data from which they were prepared the duplication estimates must all be regarded as rough approximations. Statistical duplication in the recipient data is of three general types. Households sometimes receive payments from one agency during the first part of a month and from another during the second part and are therefore reported twice for the same month. Certain agencies make separate payments to two members of the same household, a practice followed in some states in the administration of old-age assistance. The third type of statistical duplication results from the supplementation of payments from one program, if they are inadequate to meet total family needs, by additional payments under another program; the supplementation of WPA earnings with general relief is an example of this type. The specific types of statistical duplication eliminated and the methods used in determining them are discussed in Appendix A.

The unduplicated recipient series which are analyzed in Chapter II are designed to measure the total numbers of different households and persons that benefited under the various public programs during each calendar month. The households series represents the total number

[3] Opinion differs as to whether or not persons receiving surplus commodities and no other form of assistance should be included in the series. At present, however, it is impossible to include such persons because statistics are not available for the entire period. A total of 11,197,000 persons of whom 2,621,000 received no other form of assistance, benefited from surplus foods in December 1940. Approximately 368,000 of those who received surplus foods only participated in the food stamp plan and the remainder benefited from the direct distribution system.

of families and single persons who benefited from the programs. The persons series represents the total number of persons in these households including dependents of family heads. These figures cover the period from January 1933 through December 1940. Monthly data on payments to these recipients are presented in Chapter III; this chapter also includes monthly estimates of payments for certain types of assistance in the continental United States and in rural-town areas for the years 1932 through 1936. In addition, estimated data on private agency relief payments are compared with figures for public programs.

Public relief and employment programs have been administered by various Federal, state, and local agencies. Because of differences in the objectives and operating requirements of the several programs, their accounting and statistical reporting methods have not been uniform; this has made it impossible to obtain data that are exactly comparable. The sources and coverage of the various figures selected for each program are enumerated in Appendix A.

Chapter I

THE INDIVIDUAL PROGRAMS

A CONSIDERABLE degree of specialization has been developed in the programs for the aid of unemployed and destitute persons since 1932 when nearly all public assistance was provided in the form of general relief. Several new programs were initiated by the Federal Government in 1933, the year in which the Federal Emergency Relief Administration was established to make grants to the states for relief purposes. The FERA granted most of its funds for general relief, but as early as 1933 it made special provision for the needs of several well-defined groups in the relief population—transients, unemployed teachers, and youths who were qualified for college work. The Civilian Conservation Corps also was established to assist young men who were unemployed and not attending school. In the spring of 1934 a program for the rehabilitation of farmers was developed by the FERA. Although small in relation to the general relief program, these activities had been gaining in relative importance before the summer of 1935 when Federal relief policies were modified to provide for still greater specialization.

During the fiscal year 1936 FERA grants were discontinued and several new agencies were established. The Works Progress Administration was created to provide jobs for unemployed persons in a wide variety of occupations. The Social Security Board was established to administer the public assistance and insurance titles of the Social Security Act. The public assistance titles authorized Federal grants to the states for the assistance of three classes of needy persons—the aged, the blind, and dependent children. The National Youth Administration and the Farm Security Administration (originally called the Resettlement Administration) also were established during

this year. In addition, the project operations of other Federal agencies were expanded.[1]

The principal characteristics of each of the public relief and Federal work programs that have furnished jobs for the unemployed or direct assistance for which no return was made in work are discussed on the following pages.

GENERAL RELIEF

General relief was the principal form of assistance to persons who were in need until Federal relief policies were reorganized in 1935. Between August 1932 and June 1933 the Federal Government participated in the financing of general relief by loaning nearly $300,000,000 to the states and municipalities through the Reconstruction Finance Corporation. It was stipulated that these loans be repaid through deductions from future Federal-aid highway grants, but these repayment provisions were subsequently waived. The Federal Emergency Relief Administration financed a large part of the cost of the program between May 1933 and December 1935 by making outright grants of Federal funds to the several states. These Federal funds, together with state and local funds, were administered by state and local emergency relief administrations.

The number of cases receiving general relief fluctuated considerably during the period from 1933 through 1940. The larger fluctuations were caused by the establishment of the Civil Works program in November 1933 and its liquidation in the spring of 1934, and by the reorganization of Federal relief agencies in 1935. Fluctuations also occurred because of seasonal changes in relief needs, because of droughts and other disasters, and because of changes in economic conditions, in relief standards, and in the amounts of funds available for relief purposes.

More than 5,000,000 cases received general relief in April 1933, but the number had declined to about 3,000,000 by January 1934 when

[1] Most of the Federal agencies conducting work and assistance programs were consolidated into the Federal Works Agency and the Federal Security Agency on July 1, 1939, under Reorganization Plan No. 1. Of the agencies operating the programs that are discussed in this report, the following were consolidated into the Federal Works Agency: The Works Progress Administration, renamed Work Projects Administration; the Federal Emergency Administration of Public Works, renamed the Public Works Administration; the Bureau of Public Roads, renamed Public Roads Administration; the United States Housing Authority; and the Public Buildings Branch of the Procurement Division of the Treasury Department which was consolidated with the Branch of Building Management of the National Park Service to form the Public Buildings Administration. The Social Security Board (to which was transferred the function of the United States Employment Service), the Civilian Conservation Corps, the National Youth Administration, the Office of Education, and the Public Health Service were placed in the Federal Security Agency.

employment on the Civil Works program reached its peak (Appendix Table 1). As the Civil Works Administration was liquidated in the spring of 1934, those of its employees who were certified as in need of relief were given work on a newly established emergency work relief program which was conducted by the states as a part of the general relief program. This program was expanded to meet acute needs arising from the drought which affected a large part of the country in the summer of 1934, and by the end of that year the total number of general relief cases again exceeded 5,000,000. Improvement in employment conditions permitted a reduction to about 4,500,000 cases in June 1935. The special FERA programs created in 1933 and 1934 to meet the needs of persons qualified to teach, and other special groups, tended to reduce slightly the numbers receiving general relief.

Throughout the period when relief was extended by emergency relief administrations, an additional group composed largely of chronically destitute and unemployable persons received outdoor poor relief provided by local governments. This form of general relief was excluded from FERA reports for months prior to January 1936. The volume of unreported poor relief was relatively small, however, in comparison with total numbers aided under the general relief program in which the FERA participated. Estimates of the number of poor relief cases, which are shown by months in Appendix Table 1, for the months January 1933 through December 1935, ranged between 100,000 and 270,000. (Data on poor relief were included in general relief statistical reports beginning with January 1936.)

The number of general relief cases declined during 1935, especially in the latter part of the year when final FERA grants were determined and large numbers of employable persons were transferred to projects of the Work Projects Administration and other Federal agencies receiving funds made available from emergency relief appropriations. By December 1935 the number of cases had been reduced to less than 2,900,000. Transfers to the special types of public assistance tended to reduce the volume of general relief still further during 1936, when Federal funds were first made available under the Social Security Act for aid to the aged, aid to the blind, and aid to dependent children. General relief programs thereafter provided for a residual group of persons who either could not be aided by the specialized programs or did not receive sufficient assistance from these programs to meet their subsistence requirements.

General relief in the period since the beginning of 1936 has been greatly influenced by administrative policies and eligibility requirements of the various state and local relief agencies. Differences in

the adequacy of state and local funds made available for general relief since 1935 have resulted in great disparities in standards and have frequently been responsible for changes in the number of cases aided. Nevertheless, general relief in the country as a whole has been responsive to changes in economic conditions. The number of cases declined to a low level of less than 1,300,000 as business expanded in 1937, but rose rapidly when unemployment began to increase in the closing months of the year. Nearly 2,000,000 cases were added in the first three months of 1938 and the number remained relatively high throughout most of that year.

In the latter part of 1939 the number of general relief cases did not follow the usual seasonal pattern because of the addition of many persons who were terminated from WPA employment because of the application of a new statutory provision which prohibited the continuous employment of any worker for more than 18 months. During 1940 the number of cases aided declined almost without interruption. Nearly 1,700,000 cases were aided in January but by December the total was less than 1,250,000, by far the lowest December figure of the eight-year period under review.

Differences between trends in payments to cases and in numbers of cases aided have been greater for the general relief program than for most other programs. The amount of general relief extended has been based upon the needs and resources of each individual case. Seasonal variation in needs have necessitated adjustments in budgetary allowances to provide extra clothing and fuel during fall and winter months. General relief payments have also been responsive to changes in the size and composition of cases. Moreover, average relief benefits have been influenced by changes in relief standards, changes in rates of turnover (which affect the proportion of cases receiving relief for only part of a month), and changes in the amount of funds made available for relief purposes.

Total payments to recipients under the general relief program amounted to $5,600,000,000 during the eight years from January 1933 through December 1940. More than half of this amount was expended in the period when the FERA was making grants to the states. Monthly payments reached an all-time peak of $158,000,000 in January 1935. The discontinuance of FERA grants and the reorganization of Federal activities resulted in an abrupt decline in the amount of general relief payments. Since 1936 the monthly totals have ranged between $28,000,000 and $48,000,000 (Appendix Table 2). Except for minor interruptions in the winter months, since the middle of 1939 the trend in general relief payments has been downward. The total for December 1940—$30,100,000—was the smallest December total of the entire eight-year period.

TRANSIENT RELIEF (FERA)

The FERA inaugurated a special program for the relief of needy transients in the latter part of 1933. Relatively small amounts of transient relief had been extended in previous months by state and local relief agencies. Such relief was generally available only to needy transients who had legal settlement within the state but not in the community where they were applying for aid.

A majority of the transients aided in 1933 and 1934 were cared for in transient relief centers and work camps operated by transient divisions of state emergency relief administrations. Through these facilities transients received food, clothing, shelter, medical care, and small amounts of cash. Educational and recreational opportunities also were made available to them. In return for assistance, most of the able-bodied transients performed work, which was usually scheduled at 30 hours a week. In communities where no special transient centers or camps were operated by relief administrations the transients received temporary aid through other facilities.

The estimated number of different cases that received transient relief during a month rose from 90,000 in December 1933 to a peak of slightly more than 300,000 in April 1935. The amount of relief extended to transients increased from an annual total of $5,300,000 in 1933 to more than $40,000,000 in 1935.

In anticipation of the discontinuance of FERA grants liquidation of the transient program was begun in the fall of 1935. Very few new transient cases were accepted for care in centers or camps after September 1935. Many transients then under care in these facilities were assigned to WPA and Federal agency work camp projects. Others were given transportation to their places of settlement if provision for their care was assured in their home communities. Only a small amount of transient relief, as such, was given in 1936, and the collection of Nation-wide statistics on this form of assistance was discontinued in 1937.

EMERGENCY EDUCATION (FERA)

The emergency education program was initiated by the FERA in October 1933 to employ qualified persons who were in need of relief, as teachers of classes in vocational education, general adult education, workers education, and related fields. Special classes were developed for teaching adults to read and write English, and nursery schools were operated for preschool children from needy families. Nearly 45,000 teachers were employed on the program at the peak of its activities in March 1935. Payments to teachers averaged about $48.50 per month, and totaled nearly $32,000,000 for the period in which the program was in operation. Curtailment of emergency

education projects began in the latter part of 1935 when similar projects were organized by the WPA. Only a few persons were employed under the emergency education program after January 1936; these persons were paid with balances remaining from FERA grants to the states.

COLLEGE STUDENT AID (FERA)

The FERA established the college student aid program in December 1933 to provide part-time employment for college students who otherwise would have been unable to continue their education, and thereby to reduce the influx of young men and young women into the labor market. It was required that the work be performed on socially desirable projects that would not displace other employees. College officials were responsible for the selection of the students and for the direction of their work. Practically all of the funds for this program were provided through FERA grants. Earnings were limited to $20 per student per month and averaged about $12.50 for the period. About 100,000 students were aided during each month of the 1934–35 school year. In the following school year the FERA program was discontinued and a similar program was undertaken by the National Youth Administration.

RURAL REHABILITATION (FERA)

The rural rehabilitation program was initiated by the FERA in April 1934 for the purpose of assisting farmers who were eligible for relief to become self-supporting and thus to decrease the need for relief in rural areas. Destitute farm families were supplied with working capital as well as with goods required for current subsistence needs. State rural rehabilitation corporations were established to provide legal entities to make advances or loans to cases and to perform related rehabilitation functions. Advances to cases were repayable to the corporations in cash or in kind (produce or livestock). Some of the repayments were made through earnings on work projects related to the rehabilitation program. The amounts repaid have not been deducted from the obligations shown in the accompanying tables.

The number of cases aided under the rural rehabilitation program did not exceed 70,000 in 1934, but increased as the program developed in 1935. Large numbers of drought relief cases were transferred from the general relief program to the rural rehabilitation program in the spring of 1935. An average of more than 200,000 cases received rural rehabilitation advances in April, May, and June. In July 1935 the program was transferred to the jurisdiction of the Resettlement Administration.

CIVIL WORKS PROGRAM

The Federal Civil Works Administration was established in November 1933 to stimulate recovery and to provide employment on public projects for approximately 4,000,000 unemployed persons. Approximately half the persons employed on the Civil Works program were taken from the general relief rolls. The program at first was limited to public construction projects, but Civil Works Service projects were soon added to provide employment for professional, technical, and other white collar workers.

The Civil Works program was placed in operation with unprecedented rapidity. More than 1,500,000 persons were at work on Civil Works projects by the end of November 1933, and in the following January employment reached a peak of 4,300,000. Most projects were discontinued in March 1934. The program was in process of liquidation during the remainder of the fiscal year. Former Civil Works employees who were found to be in need were given general relief. Persons employed on the Civil Works program received regular wages for work performed on a variety of projects, most of which were sponsored by state and local public agencies. Total earnings paid under the program amounted to $718,016,000.

FARM SECURITY ADMINISTRATION GRANTS

The Farm Security Administration (originally called the Resettlement Administration) was created in July 1935 to continue the rural rehabilitation activities initiated by the FERA. Through its grant program the agency has supplied low-income farmers, farm tenants, and sharecroppers with food, clothing, and other items needed for family subsistence. A considerable proportion of the grants have been made to families living in areas devastated by droughts, floods, storms, and similar catastrophes.

The numbers aided under the program have usually been much larger in the winter and spring months than in the summer when needs are less. During the first year the program was in operation (1936) the number of grant payments reached a maximum of 172,000 in March, and then declined to 41,000 in August. The rise during the following winter was exceptionally large because many families that had been benefiting from employment on WPA emergency drought projects were transferred to the FSA grant program. More than 300,000 grants were made during each of the first four months of 1937. The maximum numbers in 1938, 1939, and 1940 did not exceed 130,000. FSA grant payments, which are financed entirely from Federal funds, totaled approximately $118,700,000 in the period from November 1935 through December 1940.

Other activities of the Farm Security Administration have been excluded from this report. Among these are the rehabilitation loan program, the purchase of submarginal lands and removal of stranded families from these lands, the financing of nonlabor costs of constructing suburban and rural resettlement projects, the provision of assistance to cooperatives, and the making of loans to tenant families desiring to become owners. From July 1935 to December 1940, a total of 866,000 farmers received loans from the Resettlement Administration or the Farm Security Administration. The loan program has been largely self-liquidating.

SPECIAL TYPES OF PUBLIC ASSISTANCE

Legislation making special provision for the relief of the aged, the blind, and dependent children had been enacted in a few states before 1933. Throughout the period when the FERA was making grants for general relief and other emergency relief activities these special forms of assistance were continued on a small scale from state and local funds. Two of the special assistance programs expanded during this period; the estimated number of recipients of old-age assistance increased from about 105,000 in 1933 to 300,000 by the middle of 1935, and the number receiving aid to the blind rose from 25,000 to nearly 35,000. The number of families receiving aid to dependent children (including mothers' aid and widows' pensions) remained at about 110,000 throughout the three-year period.

The Federal Government began to participate in the financing of the three special types of public assistance during the fiscal year 1936, when FERA grants were being discontinued. The Social Security Act, approved in August 1935, authorized Federal grants-in-aid to states operating programs under plans approved by the Social Security Board. The Federal contributions authorized by the act are made on a matching basis for payments to recipients and include, in addition, certain allowances for administrative expenses.

Federal grants to states for assistance payments are based on ratios of the total monthly payment, up to a specified maximum amount, made from all funds to each qualified recipient aided under state plans approved by the Social Security Board. Under the original act the ratios were set at one-half for old-age assistance and aid to the blind, and at one-third for aid to dependent children; the maximum monthly payment toward which these ratios were applicable was fixed at $30 for old-age assistance and aid to the blind, at $18 for the first child, and $12 for each additional child in any one home. Under amendments that became effective January 1, 1940, the maximum monthly payment for old-age assistance or aid to the blind toward which the Federal government contributes one-half was increased to $40, and the ratio for aid to dependent children was raised to one-half.

A number of states initiated or expanded their public assistance programs during the five-month interval between August 1935 when the Social Security Act was passed and February 1936 when the grant-in-aid provisions became effective. In February approved plans for old-age assistance were in operation in 19 states; 12 states had approved plans for aid to dependent children; and 11 states had approved plans for aid to the blind.

The numbers of recipients increased continuously as additional states enacted legislation conforming with requirements of the act. The greatest expansion occurred in the program for old-age assistance for which approved plans were in operation in all 48 states and the District of Columbia by September 1938. A total of 2,066,000 recipients were aided under this program in December 1940—almost five times as many as in January 1936. During this five-year period the number of families receiving aid to dependent children increased from about 125,000 to 370,000. In 1940 aid to dependent children was administered under the Social Security Act in 41 states and the District of Columbia; in the remainder of the states some assistance of this type was extended under state laws without Federal participation. Aid to the blind was administered under the Social Security Act in 41 states and the District of Columbia and under state laws without Federal participation in four additional states. The number of recipients of the latter type of assistance increased from 37,000 in January 1936 to 73,000 in December 1940. Recipient data for the special types of public assistance are notable for almost complete lack of seasonal variation.

Special assistance payments from Federal, state, and local funds during the year ending December 31, 1940, totaled $630,064,000. Of this amount $474,999,000, or 75 percent, was for old-age assistance, $133,239,000 for aid to dependent children, and $21,826,000 for aid to the blind.

Other programs for which provision was made by the Social Security Act are not covered in this report. They include unemployment compensation and old-age and survivors benefits, for which contributions are made on the basis of individual earnings and benefits are paid as a matter of individual right rather than need; public health and vocational rehabilitation; maternal and child welfare services; and services to crippled children, homeless, dependent, and neglected children, and children in danger of becoming delinquent.

CIVILIAN CONSERVATION CORPS

The Emergency Conservation Work program was established by the Federal Government in April 1933 for the purpose of relieving distress and unemployment, restoring depleted natural resources, and

advancing a program of public works. From the outset, the program was popularly known as the Civilian Conservation Corps, and this name was legally designated for the agency in June 1937. At that time the purpose of the program was restated to place greater emphasis on vocational training for young men who were in need of employment. The training activities were intensified and broadened in 1940 to meet the requirements of the national defense program.

The selection of applicants for CCC enrollment, with the exception of the limited numbers of war veterans and Indians who participate in this program, has been handled by state agencies in accordance with national standards prescribed by the CCC. These agencies, designated by the CCC Director, are customarily the state welfare agencies. Preference has been given to applicants whose families are receiving or are eligible to receive relief. CCC enrollees have been required to allot to their dependents a substantial portion of their basic cash allowances of $30 a month. The small percentage of enrollees who do not have dependents have been required to make deposits of an amount not less than the minimum allotments required of enrollees with dependents; such deposits are payable to them upon discharge from the Corps.

Enrolled personnel of the Civilian Conservation Corps averaged nearly 300,000 in number during the summer of 1933. By the fall of 1935 the number had grown to more than 480,000, the maximum for the entire period ending with 1940. Since the middle of 1937, monthly average enrollment has usually ranged between 250,000 and 300,000 but during 1940 the level was slightly lower than in previous years. Discharges and replacements at the end of enrollment periods have been responsible for most of the month-to-month changes in enrolled strength.

Fluctuations in the amount of payments to CCC enrollees parallel those in average enrollment since they were estimated by multiplying the average monthly number of persons enrolled by an average amount per enrollee that includes, in addition to the monthly cash allowance, the estimated cost of clothing, shelter, subsistence, and medical care of enrollees and certain other items. During the period covered by this report, the monthly average amount has ranged from $66.25 to $70. The total amount of payments to enrollees for the eight-year period is estimated at $1,949,000,000 all of which has been provided from Federal funds.

NATIONAL YOUTH ADMINISTRATION

The National Youth Administration, which was established in the summer of 1935, has carried on special programs to assist young persons in school and unemployed young men and young women not attending school. An important phase of these activities has been the

student work program which was initiated by the Federal Emergency Relief Administration and transferred to the NYA when the new agency was established. The student work program has provided part-time employment under the direction of school authorities for both graduate and undergraduate students who needed assistance in order to remain in college. A similar program for high school students has been conducted since the fall of 1935. Earnings of high school students have been limited to $6 a month, as compared with $20 for college students and $30 ($40 prior to September 1939) for graduates. Employment on the student work program, which is always suspended during the summer months, has reached yearly peaks ranging from 334,000 to 482,000 during the period covered by this report.

The NYA has also administered a program providing part-time employment and work experience for young people not attending school who do not have sufficient income from other sources to meet basic needs. Most of the persons employed on the out-of-school work program are between the ages of 18 and 24. Employment on this program, which began in January 1936, ranged from approximately 150,000 to 190,000 persons until the late summer of 1937 when it was reduced to about 125,000. The program was expanded again after the rise in unemployment in the latter part of that year, and by the end of 1938, 240,000 persons were employed. The level of employment continued high in 1939, ranging between 207,000 and 300,000. In 1940 the program was expanded further to provide work and training opportunities designed specifically to qualify youths for jobs in defense occupations. In that year between 196,000 and 336,000 persons were employed and their earnings aggregated about $65,000,000.

WORK PROJECTS ADMINISTRATION

The Work Projects Administration (originally called the Works Progress Administration) was established in 1935 to provide useful work on public projects for unemployed persons who were in need. The program operated by the WPA has been organized to provide a maximum number of jobs with available funds. In contrast to the work programs of other Federal agencies, that of the WPA has aided practically all types of unemployed persons who were in need and able to work; it has provided jobs for women as well as men, and for persons having nearly every type of occupational background and skill. Only one member of a family, however, may be employed on the WPA program. All WPA workers must be citizens and at least 18 years of age. Approximately 95 percent of them have been certified as in need. Local public welfare and relief agencies have been responsible for investigating the needs of individual applicants and for certifying to the WPA their eligibility on the basis of need.

The workers employed on WPA projects have been paid in accordance with a standard schedule of monthly earnings which provides for variation in wages on three bases—the skill required for the job, the section of the country in which the worker is located, and the degree of urbanization, as indicated by the population of the largest municipality of the county in which the worker is employed. During the period from the beginning of the program through December 1940 about $7,600,000,000 was paid to workers employed on projects financed with WPA funds.

WPA projects for the most part have been operated by the WPA and sponsored by state and local public agencies which plan and propose the work that they wish to have undertaken, take an active part in its prosecution, and pay for a substantial portion of its total cost. Some of the projects operated by the WPA have been sponsored by Federal agencies such as the War and Navy Departments, and since July 1938 a few projects have been operated directly by such agencies rather than by the WPA itself. A large reservoir of approved projects has been maintained so that from among them might be selected for operation those best suited to utilizing the skills of the unemployed currently eligible for WPA employment.

Employment on WPA projects has been outstanding both because of its magnitude and because of its flexibility. In contrast to other Federal work programs, which have seldom employed more than 400,000 persons, the WPA program since 1935 has provided jobs for between 1,450,000 and 3,000,000 workers. Large fluctations in the numbers of WPA workers have resulted from the adjustment of program employment to economic conditions.

The transfer of employable persons from general relief to employment on projects of the WPA program began in July 1935 and by December of that year an average of nearly 2,700,000 persons were at work on the new program. Continued expansion of project operations brought total employment to slightly more than 3,000,000 in February 1936. During the next year and a half, general improvement in economic conditions permitted a reduction of 50 percent in the numbers employed by WPA, despite a temporary increase in the latter part of 1936 when several hundred thousand emergency drought employees were added. By the autumn of 1937 employment had dropped below 1,500,000, the lowest level reached in the 1936–40 period.

The abrupt rise in unemployment which occurred in the last few months of 1937 necessitated an expansion in WPA activities which continued throughout most of 1938. In the spring and summer of 1939, however, more favorable business conditions, the usual seasonal decreases in relief needs, and the limitations of funds available to WPA led to substantial reductions in the number of persons employed.

Beginning in July 1939 the decline in WPA employment was accelerated by the layoff of workers who had had continuous employment on WPA projects for more than 18 months, as required by the Emergency Relief Appropriation Act of 1939. In July and August alone, more than 780,000 WPA workers were dropped from their project jobs because of this regulation. Notwithstanding the substantial number of replacements during the last quarter of 1939, WPA employment was lower by more than a million in December 1939 than in December 1938. In each month of 1940 the total employment was considerably lower than that for the same month of the preceding year.

Through the provision of jobs for unemployed workers on projects of the WPA a wide variety of facilities and services have been made available to communities in all sections of the country. Among the physical facilities constructed or improved by WPA workers are roads and streets, airports, public buildings and utilities, and parks. WPA workers with training and experience in professional, clerical, and other nonconstruction work have performed many useful public services in such fields as education, recreation, research and records, and welfare.

Much of the work accomplished on WPA projects through the period of program operation has contributed both directly and indirectly to the national defense. Since the middle of 1940 when special legislative provisions were made for the participation of the WPA in the national defense program, however, greater emphasis than in earlier years has been placed on the types of projects that serve defense purposes. Among these are projects for the construction or improvement of airports, access roads to military and industrial centers, and facilities at military and naval establishments and projects for training persons in occupations necessary to defense industries.

PUBLIC WORKS ADMINISTRATION

The Public Works Administration was created in June 1933, under provisions of the National Industrial Recovery Act, for the purpose of reducing unemployment and restoring purchasing power through the construction of useful public works. PWA projects have supplied work to considerable numbers of construction workers on a contract basis. For a time many of the workers employed on PWA projects were required to be certified as in need. This requirement applied only to employment financed with funds allocated to PWA from the ERA Act of 1935. Most of the employment on PWA projects since 1933 has been financed from other appropriations.

The PWA has assisted in financing non-Federal projects of state and local agencies as well as projects of Federal agencies. Under its program of non-Federal projects a variety of public construction

work, including highways, bridges, buildings, and public utilities, was undertaken in collaboration with state and local governments. These projects have been financed by loans and grants of Federal funds. The grants have not exceeded 45 percent (originally 30 percent) of the total cost of each project. Project sponsors have been required to furnish the remainder of the funds either by borrowing them from the PWA or by obtaining them from other sources.

Federal projects have been financed through allotments of PWA funds to various Federal departments and independent establishments. Among them were allotments for the expansion of Federal highway work under the Public Roads Administration. In making these allotments the regular matching requirements for Federal-aid highway grants were waived because of the increasing inability of the states to meet them. Through its Housing Division the PWA initiated the first Federal slum-clearance and low-rent housing program which later was transferred to the United States Housing Authority by Executive order in October 1937. Other types of Federal construction work financed by PWA funds included the construction of public buildings and naval vessels, river and harbor improvements, and reclamation and flood control facilities.

PWA employment has been subject to large fluctuations which are attributable, in part, to the seasonal nature of outdoor construction work, but largely to changes in the amounts of funds available to the PWA. By October 1934, about 125,000 persons were employed on its non-Federal projects and, although it dropped below 100,000 each winter, the number working had practically doubled by the summer of 1936. The summer peaks of the next two years were much lower, but late in 1938 an upswing in employment began which continued through the winter and exceeded 200,000 in June 1939. During the remainder of 1939 and throughout 1940 employment on non-Federal PWA projects declined steadily; by the end of 1940, only 18,000 persons were employed.

Employment on Federal projects rose much more rapidly than on non-Federal projects during the early months of the PWA program. In June 1934 nearly 450,000 persons were employed on Federal projects, as compared with less than 100,000 on non-Federal projects. Thereafter the trend in Federal project employment was generally downward, although slight increases occurred each summer. The summer peak of 1936 was slightly less than 100,000, and the maximum for the years 1937 through 1940 was 36,000 workers.

OTHER FEDERAL AGENCY PROJECTS (EMERGENCY FUNDS)

Another integral part of the broad Federal program of public works designed to provide jobs for the unemployed was the group of projects, operated by Federal agencies other than the WPA, PWA, NYA, and

CCC, that were financed by the ERA Act of 1935 and, to a lesser extent, by emergency relief acts of subsequent years. Persons certified as in need, many of whom were transferred from the general relief rolls, represented a large percentage of the total numbers employed on these projects.

Employment on these Federal agency projects financed with emergency relief appropriation act funds had reached more than 400,000 by the summer of 1936 and ranged from 150,000 to 240,000 in most months of 1937 and the first half of 1938. In July and August 1938, however, an abrupt decline occurred which reflects both the completion of projects that were financed from ERA funds and shifts in the methods of financing project operations of various Federal agencies. Between the summer of 1938 and the end of 1940 only a few thousand jobs were provided on these projects.

Certain project activities that had been financed by direct allocation of ERA funds to the operating agencies were financed after June 1938 by allocation of WPA funds. Employment on projects financed from WPA funds but operated by other Federal agencies is included with data for employment on other WPA projects. (The number of persons working on WPA projects operated by other Federal agencies ranged from about 85,000 to 135,000 in the fiscal year 1939, and has fluctuated at somewhat lower levels during the remainder of the period covered by this report.) Other types of activities, chiefly construction work, that previously were financed from the several ERA acts, have been financed since July 1938 from regular Federal appropriations. A few of these activities have been financed by allocation of funds made available to the PWA by the Public Works Administration Appropriation Act of 1938.

From the middle of 1933 until the enactment of the Emergency Relief Appropriation Act of 1935, most Federal construction activities were financed from PWA allocations, and are therefore included under the PWA Federal projects classification.

REGULAR FEDERAL CONSTRUCTION PROJECTS

As indicated in the introduction to this report, employment on regular Federal construction projects was formerly included in the unduplicated households and persons totals in order to avoid distortion arising from shifts between regular and emergency appropriations in the financing of certain types of Federal construction, and was later deleted because of the sharp rise that resulted from defense activities in the latter part of 1940.

In the summer of 1933 an average of slightly more than 200,000 persons were employed on regular Federal construction projects. Most of these persons were employed on Federal-aid highway work for which the Public Roads Administration made grants to the states

on a matching basis. During the fiscal years 1934 and 1935 when PWA allotments were made in lieu of Federal-aid highway grants, employment on projects financed from regular appropriations fell to considerably less than 100,000 and remained below this level until the middle of 1936.

Federal-aid highway grants were resumed in the fiscal year 1936, and at the same time various other types of Federal construction that had previously been provided for by PWA allotments were again financed by regular appropriations of Federal funds. Thereafter, fluctuations in regular Federal construction employment occurred at substantially higher levels. From July 1936 through June 1938 the number of persons employed on these projects ranged from 123,000 to 213,000.

Employment on regular Federal construction projects increased considerably during 1938, 1939, and 1940. In July 1940 about 330,000 persons were employed on these projects and by the end of the year the number had more than doubled—a growth attributable to construction activities incident to the national defense program. More than three-fourths of the total numbers employed on regular Federal construction projects in December 1940 were working on projects of the War and Navy Departments.

Chapter II

UNDUPLICATED NUMBER OF RECIPIENTS

THE TOTAL number of recipients of assistance under all of the public relief and Federal work programs cannot be obtained by simple addition because of differences in program reporting units, and because of duplication in monthly recipient statistics reported for the several programs. Part of the duplication results from the fact that persons are sometimes transferred from one program to another and therefore receive aid from both during the same month. This type of duplication has been greatest in periods when programs were undergoing extensive expansion or contraction, but it has existed throughout the period under review, especially since the summer of 1935. Duplication also arises from the practice of making separate grants to two or more members of the same household under a single program. A third type of duplication occurs when the payments which a household receives under one program are inadequate to meet its total needs and are supplemented by payments made under another program.

From recipient statistics available for each of the relief and Federal work programs, two monthly series of unduplicated totals for all programs combined have been estimated by methods described in Appendix A. One of these series relates to the total number of households, or families and single persons, and the other to the total number of persons benefited.

The unduplicated numbers of households and persons fluctuated considerably between 1933 and 1940. Many of the changes are attributable to the seasonal variation that is inherent in the relief and unemployment problem. Generally the number of recipients is decidedly smaller in summer months than in winter months when peaks occur in the volume of unemployment. Increased winter needs for fuel and clothing also make it necessary for large numbers of low-

income families that are able to support themselves during part of the year to apply for relief. Winter peaks appear in most of the programs, but have not occurred, as yet, in the special types of public assistance or in CCC enrollment; fluctuations in the data for the latter program have been associated for the most part with enrollment procedures. Because of the difficulty of performing outdoor construction work in cold weather, the seasonal patterns for PWA and other Federal construction projects have tended to some extent to offset those of WPA and general relief. A part of the variation in the totals has resulted from the occurrence of droughts, floods, and hurricanes, and from the fact that the NYA student work program does not operate during the summer months.

Trends in the total number of recipients of relief and employment on Federal work programs have been influenced primarily by changes in unemployment and general economic conditions, but other factors, such as changes in the adequacy of programs and changes in available funds, have at times affected the trends.

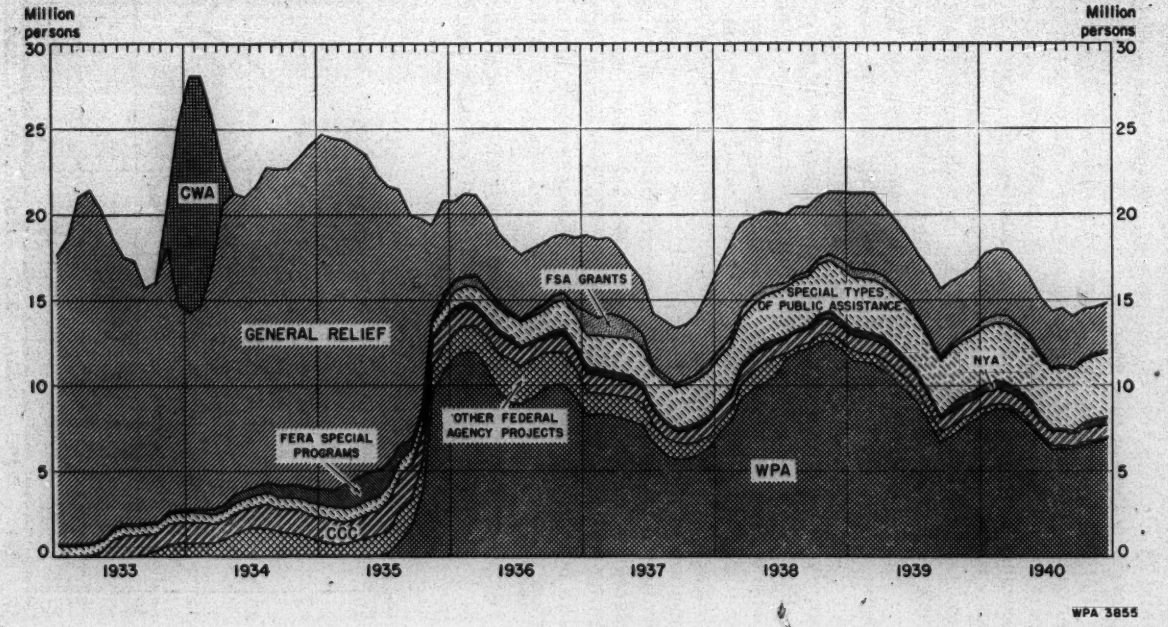
Fluctuations in the estimated net total number of households and persons were particularly large in 1933 and 1934. The totals advanced sharply from January through April 1933, and then dropped during the next five months as the Federal recovery program brought about a marked improvement in economic conditions. This movement was closely parallel to the trend in unemployment which reached an unprecedented peak in March 1933.

The unduplicated total numbers of recipients reached their highest points during the period when the Civil Works program was in operation. In January and February 1934 nearly 8,000,000 households, representing slightly more than 28,000,000 persons or 23 percent of the population of the United States in 1930, benefited from one or more of the public relief or Federal work programs. After these peaks were reached, the trends in households and in persons benefiting were generally downward for a period of nearly four years. In the summer of 1934 and again in 1936, when large portions of the country were affected by severe drought, the usual seasonal patterns were distorted by the addition of several hundred thousand families in the stricken areas.

The reduction in the number of recipients became especially pronounced in the spring and summer of 1937 and continued until September of that year, when only 4,500,000 households, representing 13,300,000 persons or slightly more than a tenth of the population, were being aided. An unusually steep rise in the volume of unemployment occurred during the latter part of 1937 and early part of 1938, however, which necessitated an expansion in relief and public works that continued throughout most of 1938. It was not until the summer of 1939 that the unduplicated totals again dropped

Fig 1 – PERSONS BENEFITING FROM EMPLOYMENT ON FEDERAL WORK PROGRAMS AND PUBLIC RELIEF, BY PROGRAM

January 1933 – December 1940



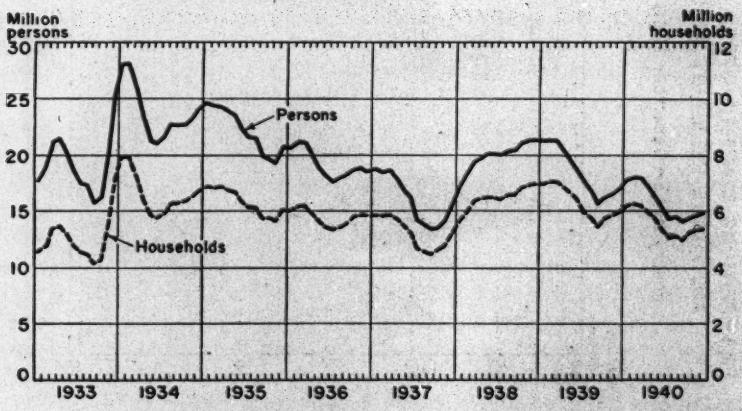
substantially. Improved economic conditions permitted declines to a total of about 6,400,000 households, representing about 18,800,000 persons in June of that year.

Further reductions in the aggregate numbers benefiting under all programs during the last six months of 1939 reflected for the most part the relatively low level of WPA employment. Although a small seasonal increase occurred after September, only 5,900,000 households were benefited in December and the number of persons in these households totaled less than 16,900,000. In each month of 1940 the numbers of households and persons were considerably lower than in the corresponding months of 1939. Between December 1939 and December 1940 net declines of approximately 500,000 households and 2,000,000 persons were recorded. These decreases were attributable largely to reductions in the WPA and general relief rolls.

Figure 1 illustrates the trend in the unduplicated total number of persons benefited and also shows the development of specialized relief and employment programs. Persons aided under more than one program are included only in the program that occupies the lower position in the chart. For example, the band at the bottom representing WPA includes all persons benefiting from WPA employment regardless of whether they were assisted under another program during the month; but the band for CWA does not include persons who benefited from both the Civil Works program and another program during the same month. Because this chart is based on the

Fig. 2-HOUSEHOLDS AND PERSONS BENEFITING FROM EMPLOYMENT ON FEDERAL WORK PROGRAMS AND PUBLIC RELIEF

January 1933-December 1940



number of persons benefited, it reflects differences in the average size of households aided under the several programs.

Fluctuations in the unduplicated total numbers of households are quite similar to those in the numbers of persons, as may be seen from Figure 2 and Table 1. The total number of persons, however, has tended to rise more sharply and decline more abruptly than the total number of households. In fact, the number of persons per household for all programs combined has gradually decreased from an average of nearly four persons in the early months of 1933 to slightly less than three persons in 1940. By June 1935 the average had declined to 3.5, reflecting both an increase in the relative number of single-person cases and a drop in the average size of family cases receiving general relief. These tendencies in the general relief figures were accentuated after the WPA was established in 1935.

To some extent, the decline in the size of the average household for all programs combined is attributable to the separation into

Table 1.—Estimated Unduplicated Numbers of Households and Persons Benefiting from Employment on Federal Work Programs and from Public Assistance, by Month, January 1933–December 1940

Continental United States

[In thousands]

Month	1933		1934		1935		1936	
	Households	Persons	Households	Persons	Households	Persons	Households	Persons
January	4,504	17,620	7,974	28,093	6,900	24,716	5,991	20,724
February	4,764	18,648	7,980	28,102	6,825	24,462	6,127	21,165
March	5,358	21,035	7,243	25,886	6,855	24,354	6,131	21,073
April	5,456	21,416	6,364	22,954	6,786	23,936	5,884	20,156
May	5,182	20,303	5,813	21,205	6,694	23,502	5,604	18,901
June	4,795	18,774	5,765	21,007	6,359	22,302	5,427	18,195
July	4,579	17,562	5,916	21,617	6,137	21,669	5,327	17,639
August	4,448	17,301	6,212	22,739	6,128	21,468	5,416	17,974
September	4,128	15,714	6,237	22,612	5,733	19,963	5,542	18,300
October	4,234	16,072	6,326	22,681	5,758	19,756	5,792	18,659
November	5,557	20,462	6,505	23,269	5,647	19,343	5,872	18,846
December	7,164	25,375	6,706	24,122	6,008	20,767	5,835	18,602

Month	1937		1938		1939		1940	
	Households	Persons	Households	Persons	Households	Persons	Households	Persons
January	5,844	18,769	5,629	17,080	6,960	21,227	6,143	17,749
February	5,836	18,509	5,955	18,236	7,009	21,276	6,217	18,012
March	5,883	18,630	6,336	19,535	7,015	21,250	6,171	17,854
April	5,739	17,949	6,417	19,874	6,805	20,440	5,974	17,117
May	5,508	16,969	6,496	20,115	6,597	19,606	5,736	16,256
June	5,207	16,126	6,475	20,147	6,363	18,761	5,371	15,089
July	4,686	14,220	6,415	20,019	5,990	17,683	5,055	14,331
August	4,572	13,778	6,333	20,475	5,755	16,797	5,098	14,478
September	4,483	13,346	6,363	20,470	5,478	15,626	4,990	14,059
October	4,628	13,533	6,330	21,022	5,709	16,098	5,200	14,436
November	4,792	14,065	6,934	21,280	5,804	16,401	5,277	14,577
December	5,169	15,460	6,954	21,286	5,907	16,861	5,362	14,807

individual households of composite family groups that had joined forces when their resources were reduced through unemployment. Much of the change after 1935 resulted from the increased representation of old-age assistance—a program in which one- and two-person families have predominated.

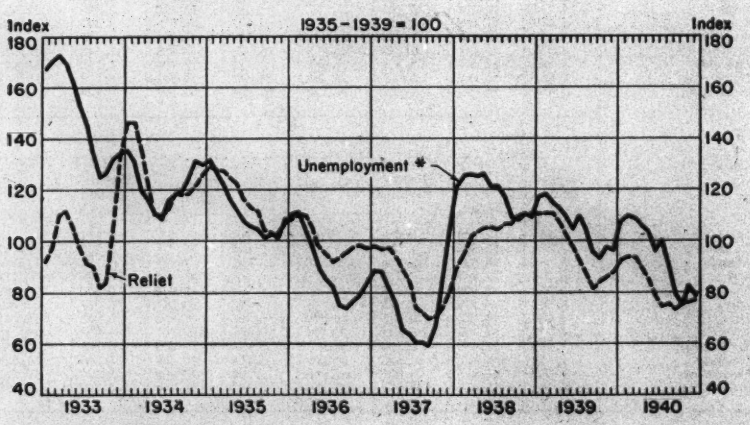
A considerable proportion of the total number of households included in the programs covered by this report have contained no employable person. This has been true of most of the recipients of aid to the aged, the blind, and dependent children; and general relief cases containing no employable member have been numerous throughout the period. A vast majority of the persons aided under the various programs, however, were victims of unemployment.

Even though unemployable persons have been included, the total numbers aided have shown fluctuations which are closely related to changes in the volume of unemployment. This is evident in Figure 3 and Tables 2 and 3, in which both the net total number of persons benefiting from public relief and Federal work programs and the volume of unemployment (as estimated by the National Industrial Conference Board) are shown as index numbers, with the average for the period 1935–39 as the base.

The index of relief was substantially below the index of unemployment during 1933, the year in which the FERA began to assist the

Fig. 3—INDEXES OF UNEMPLOYMENT AND PERSONS BENEFITING FROM EMPLOYMENT ON FEDERAL WORK PROGRAMS AND PUBLIC RELIEF

January 1933–December 1940



*Based on estimates of the National Industrial Conference Board.

WPA 3904

Table 2.—Index of Unemployment, by Month, January 1933–December 1940[a]

Continental United States

[1935–39=100]

Month	1933	1934	1935	1936	1937	1938	1939	1940
January	167.2	135.3	131.7	110.6	88.8	121.1	117.4	107.4
February	170.4	131.3	126.3	111.1	88.0	125.3	118.4	109.7
March	173.0	119.7	121.8	104.1	80.5	125.7	114.9	107.8
April	168.9	116.8	116.5	97.8	75.4	123.2	112.5	104.8
May	162.8	111.2	112.2	90.3	65.5	126.1	110.0	102.4
June	152.7	108.7	107.5	85.5	63.8	121.3	104.7	96.4
July	145.1	116.0	105.7	82.4	60.4	121.3	110.0	100.4
August	134.5	118.2	104.9	74.9	60.2	117.5	103.6	89.6
September	124.8	119.9	101.3	73.8	59.4	109.2	96.0	79.0
October	126.5	124.2	102.3	76.4	66.7	108.4	93.4	75.6
November	131.8	131.4	102.4	78.3	84.1	110.5	97.7	82.8
December	134.8	129.9	106.7	83.5	103.6	109.1	96.8	78.4

[a] Based on estimates prepared by the National Industrial Conference Board.

states in providing more adequate relief, but early in 1934 when the Civil Works program was in operation it moved to a higher level than the unemployment index. In subsequent months a definite similarity was noticeable in the two series. Both reflect the improvement in economic conditions which continued through the summer of 1937 and the sharp recession that occurred in the autumn of the same year, although the relief index did not rise as rapidly as did the index of unemployment. Since the middle of 1937, the relief index generally has been somewhat lower than the unemployment index, but by the end of 1940 both were again at practically the same level.

Increases in the numbers of relief recipients tend to lag behind increases in unemployment. When unemployment rises, as it did in 1937, some persons find it necessary to apply for relief immediately after their earnings cease but others are able to delay application for relief for varying periods because of savings, unemployment compensation benefits, and other resources. Delay in providing additional funds to meet the increased needs and in completing administrative arrangements for expanded activities usually accentuates the difference in timing.

Table 3.—Index of Persons Benefiting From Employment on Federal Work Programs and from Public Assistance, by Month, January 1933–December 1940[a]

Continental United States

[1935–39=100]

Month	1933	1934	1935	1936	1937	1938	1939	1940
January	92.0	146.6	129.0	108.2	98.0	89.2	110.8	92.7
February	97.3	146.7	127.7	110.5	96.6	95.2	111.1	94.0
March	109.8	135.1	127.1	110.0	97.3	102.0	110.9	93.2
April	111.8	119.8	124.9	105.2	93.7	103.7	106.7	89.4
May	106.0	110.7	122.7	98.7	88.6	105.0	102.3	84.9
June	98.0	109.7	116.4	95.0	84.2	105.2	97.9	78.8
July	91.7	112.9	113.1	92.1	74.2	104.5	92.3	74.8
August	90.3	118.7	112.1	93.8	71.9	106.9	87.7	75.6
September	82.0	118.0	104.2	95.5	69.7	106.9	81.6	73.4
October	83.9	118.4	103.1	97.4	70.6	109.7	84.0	75.4
November	106.8	121.5	101.0	98.4	73.5	111.1	85.6	76.1
December	132.5	125.9	108.4	97.1	80.7	111.1	88.0	77.3

[a] Based on estimates shown in Table 1.

Chapter III

PAYMENTS TO RECIPIENTS

THE SERIES on payments made to recipients in the form of relief or earnings for work performed on work projects includes the same programs as the series on unduplicated number of households and persons presented in Chapter II. Aggregate payments to recipients under the various public relief and Federal work programs from 1933 through 1940 totaled approximately $21,100,000,000 (Table 4). About $12,600,000,000, or 60 percent of the payments to recipients during the whole eight-year period, represented earnings on Federal work programs. Aid to the aged, to the blind, and to dependent children accounted for nearly $2,600,000,000 or 12 percent of the total, and general relief amounted to $5,600,000,000 or almost 27 percent.

The development of specialized programs to meet the needs of various groups among the relief population is indicated in Figure 4 and Table 4. General relief accounted for 86 percent of total payments to recipients in the first six months of 1933, but for only 14 percent in the last six months of 1940. Payments made for aid to the aged, the blind, and dependent children made up almost 26 percent of the total in the last half of 1940 as compared with 8 percent in the first six months of 1933. Earnings on Federal work programs, which amounted to 5 percent of total payments from January through June 1933, represented 60 percent of the total in the last six months of 1940, when WPA alone accounted for 46 percent of the total for all programs.

The trend in payments to recipients was affected both by the changes in the number of recipients that have been discussed in Chapter II and by the average monthly amount paid to each recipient. The adequacy of payments to recipients increased considerably from the low levels existing early in 1933. Substantial increases in adequacy

***Table 4.*—Amount of Earnings of Persons Employed on Federal Work Programs and Payments to Recipients of Public Assistance, by Program, by Six-Month Period, January 1933–December 1940**

Continental United States

[Amounts in thousands of dollars]

Program	Total	1933		1934		1935	
		January through June	July through December	January through June	July through December	January through June	July through December
Total	21,054,411	467,167	756,161	1,255,721	1,125,144	1,253,683	1,278,829
Work Projects Administration	7,601,830	—	—	—	—	—	238,018
National Youth Administration:							
Student work program	126,149	—	—	—	—	—	6,364
Out-of-school work program	219,856	—	—	—	—	—	—
Civilian Conservation Corps	1,949,374	24,853	115,883	118,421	142,536	139,491	193,360
Public Works Administration:							
Non-Federal projects	861,973	—	1,815	12,733	45,700	43,595	54,084
Federal projects	592,440	—	28,902	93,461	123,267	78,840	79,153
Civil Works program	718,016	—	214,956	503,059	1	—	—
Other Federal agency projects—emergency funds	490,810	—	—	—	—	—	34,225
Special types of public assistance:							
Old-age assistance	1,886,827	13,425	12,646	14,317	17,027	29,105	35,861
Aid to dependent children	588,652	20,722	19,782	20,254	20,432	20,588	21,139
Aid to the blind	111,402	2,901	2,938	3,237	3,836	3,890	4,080
General relief	5,602,236	405,200	355,552	465,116	735,499	852,880	580,302
Federal Emergency Relief Administration special programs:							
Transient	82,681	2,066	3,241	13,017	20,133	23,263	16,749
Emergency education	31,916	—	443	6,969	5,831	12,860	5,685
College student aid	14,915	—	3	3,352	4,423	7,127	—
Rural rehabilitation	56,646	—	—	1,785	5,559	42,034	7,268
Farm Security Administration grants	118,688	—	—	—	—	—	2,541
	Percent distribution						
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Work Projects Administration	36.1	—	—	—	—	—	18.6
National Youth Administration:							
Student work program	0.6	—	—	—	—	—	0.5
Out-of-school work program	1.0	—	—	—	—	—	—
Civilian Conservation Corps	9.3	5.3	15.3	9.4	12.7	11.1	15.1
Public Works Administration:							
Non-Federal projects	4.1	—	0.3	1.0	4.0	3.5	4.2
Federal projects	2.8	—	3.8	7.5	11.0	6.3	6.2
Civil Works program	3.4	—	28.4	40.1	(▲)	—	—
Other Federal agency projects—emergency funds	2.3	—	—	—	—	—	2.7
Special types of public assistance:							
Old-age assistance	8.9	2.9	1.7	1.1	1.6	2.3	2.8
Aid to dependent children	2.8	4.4	2.6	1.6	1.8	1.6	1.6
Aid to the blind	0.5	0.6	0.4	0.3	0.3	0.3	0.3
General relief	26.6	86.3	47.0	37.0	65.4	68.0	45.4
Federal Emergency Relief Administration special programs:							
Transient	0.4	0.5	0.4	1.0	1.8	1.9	1.3
Emergency education	0.2	—	0.1	0.6	0.5	1.0	0.5
College student aid	0.1	—	(▲)	0.3	0.4	0.6	—
Rural rehabilitation	0.3	—	—	0.1	0.5	3.4	0.6
Farm Security Administration grants	0.6	—	—	—	—	—	0.2

▲ Less than 0.05 percent.

Table 4.—Amount of Earnings of Persons Employed on Federal Work Programs and Payments to Recipients of Public Assistance, by Program, by Six-Month Period, January 1933–December 1940

Continental United States

[Amounts in thousands of dollars]

1936		1937		1938		1939		1940	
January through June	July through December	January through June	July through December	January through June	July through December	January through June	July through December	January through June	July through December
1,565,522	1,553,491	1,444,488	1,209,430	1,492,638	1,743,745	1,741,935	1,443,221	1,451,852	1,271,384
816,900	775,139	680,174	506,092	731,248	1,019,588	919,000	646,224	683,871	585,576
17,209	9,120	18,491	5,796	12,576	7,022	14,092	8,615	18,343	8,521
12,249	16,634	18,775	13,889	17,405	24,155	25,867	25,671	35,399	29,812
153,279	139,118	131,504	114,252	111,236	119,062	118,477	112,036	108,341	107,505
69,164	110,879	76,464	65,456	41,394	55,961	94,634	109,488	54,430	26,176
47,858	36,329	18,540	15,614	6,355	15,002	23,106	15,600	6,894	3,519
—	—	—	—	—	—	—	—	—	—
102,513	131,672	80,235	68,330	55,939	11,854	3,028	1,429	851	734
52,763	102,478	141,305	169,137	191,038	201,346	211,608	218,872	231,351	243,648
22,309	26,345	32,322	38,129	46,556	50,886	56,195	58,754	64,332	68,907
6,021	6,792	7,568	8,603	9,121	9,837	10,267	10,485	10,791	11,035
248,767	190,237	211,684	195,197	256,279	219,924	253,236	229,417	223,983	180,963
2,585	1,163	464	—	—	—	—	—	—	—
108	22	3	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—
12,802	7,563	26,959	8,935	13,491	9,088	12,425	6,630	13,266	4,988
Percent distribution									
100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
52.2	49.9	47.1	41.9	49.0	58.5	52.8	44.8	47.1	46.1
1.1	0.6	1.3	0.5	0.9	0.4	0.8	0.6	1.3	0.7
0.8	1.1	1.3	1.2	1.2	1.4	1.5	1.8	2.4	2.3
9.7	9.0	9.1	9.5	7.4	6.8	6.8	7.8	7.5	8.4
4.4	7.1	5.3	5.4	2.8	3.2	5.4	7.6	3.8	2.0
3.1	2.3	1.3	1.3	0.4	0.9	1.3	1.1	0.5	0.3
—	—	—	—	—	—	—	—	—	—
6.5	8.5	5.5	5.6	3.7	0.7	0.2	0.1	0.1	0.1
3.4	6.6	9.8	13.9	12.8	11.5	12.2	15.2	15.9	19.2
1.5	1.7	2.2	3.2	3.1	2.9	3.2	4.1	4.4	5.4
0.4	0.4	0.5	0.7	0.6	0.6	0.6	0.7	0.7	0.9
15.9	12.2	14.7	16.1	17.2	12.6	14.5	15.9	15.4	14.2
0.2	0.1	(a)	—	—	—	—	—	—	—
(a)	(a)	(a)	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—
0.8	0.5	1.9	0.7	0.9	0.5	0.7	0.3	0.9	0.4

Fig 4 - AMOUNT OF EARNINGS OF PERSONS EMPLOYED ON FEDERAL WORK PROGRAMS AND PAYMENTS FOR PUBLIC RELIEF, BY PROGRAM

January 1933 - December 1940

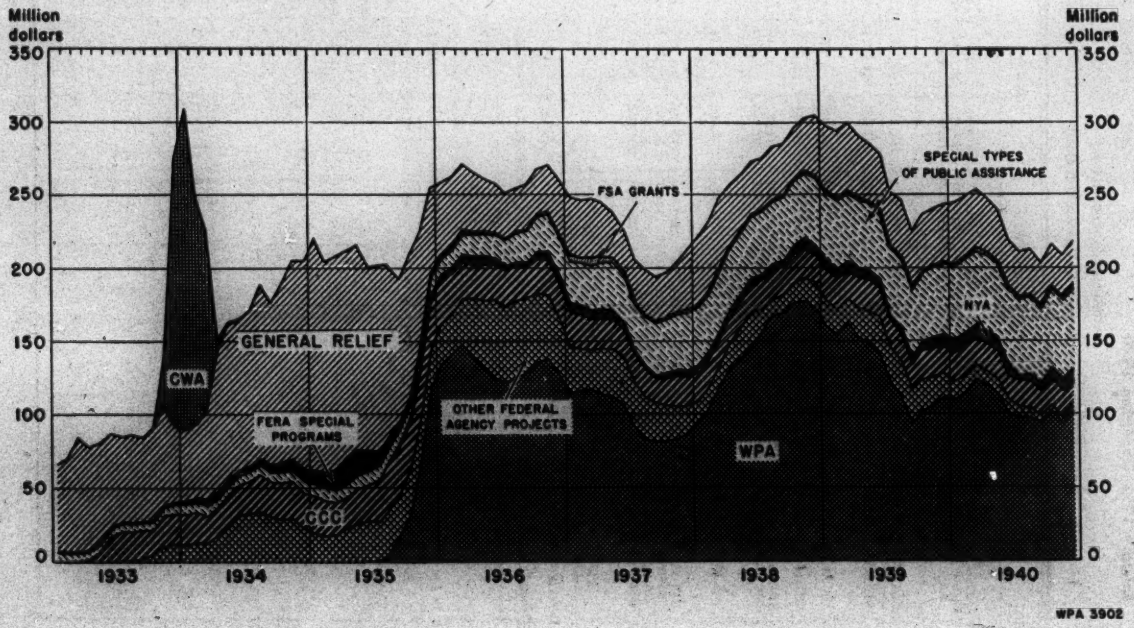


Table 5.—Amount of Earnings of Persons Employed on Federal Work Programs and Payments to Recipients of Public Assistance, by Month, January 1933–December 1940

Continental United States

[In thousands of dollars]

Month	1933	1934	1935	1936
January	66,426	308,193	219,102	256,502
February	70,984	247,882	203,488	261,518
March	84,077	226,700	207,050	269,423
April	78,227	149,523	210,711	263,280
May	80,819	161,042	214,080	258,856
June	86,634	162,381	199,252	255,963
July	84,546	168,663	200,751	249,973
August	85,682	186,765	200,907	253,841
September	83,855	174,945	191,203	255,814
October	90,379	187,680	209,671	266,048
November	137,552	203,290	222,995	268,859
December	274,147	203,801	253,302	258,956
	1937	1938	1939	1940
January	246,929	221,157	297,235	244,269
February	245,574	231,347	292,837	248,395
March	246,172	247,661	299,783	253,584
April	243,294	256,146	289,485	247,737
May	236,784	263,620	285,561	239,153
June	225,735	272,707	277,054	218,714
July	205,341	274,926	251,923	211,840
August	198,131	282,520	246,402	213,288
September	193,228	284,587	225,295	203,056
October	196,517	295,396	236,706	216,141
November	203,715	302,239	239,864	209,214
December	212,498	304,077	243,031	217,845

resulted from the grants that the FERA made to the states. Total payments to recipients under all programs rose from $66,400,000 in January 1933 to $90,400,000 in October although the unduplicated number of recipients declined from 4,500,000 households to 4,200,000 between these two months. The Civil Works program, launched in November 1933, brought a further rise in total payments to recipients which culminated in a peak of $308,200,000 for January 1934. This amount was more than four times as large as the amount paid in January 1933 although the increase in households was but 77 percent.

Aggregate monthly payments to recipients dropped sharply between January and April 1934 as the Civil Works program was curtailed, and then rose considerably until February 1935. Part of this rise was due to expansion in the number of recipients, and part to the increasing adequacy of general relief benefits. Moderate reductions in the monthly totals occurred between January and September 1935 as a result of seasonal factors and improvement in economic conditions.

The growth of the newly organized WPA program in the winter of 1935–36 was reflected in the total monthly payments for all forms of assistance. Most of the increase in the totals was due to the payment of more adequate amounts per household under the WPA program than under the general relief program. The total monthly amounts

for all programs increased by 28 percent from $209,700,000 in October 1935 to $269,400,000 in March 1936, while the unduplicated total number of households increased less than 7 percent. Between the middle of 1936 and the end of 1940 there was fairly close conformity between changes in total amounts of payments and changes in the total numbers benefiting from them.

Month-to-month changes in the statistics on payments to recipients were much more pronounced than in the recipient data throughout the eight-year period, reflecting for the most part their sensitivity to the varying number of working days and pay days in different months and to similar technical factors associated with pay-roll and accounting procedures. Part of the variation has resulted, however, from changes in the relative size of the individual programs since the scale of payments differs from program to program.

PUBLIC AND PRIVATE RELIEF IN RURAL-TOWN AREAS AND THE COUNTRY AS A WHOLE, 1932–1936

The series on the aggregate amount of Federal work program earnings and public assistance payments that are discussed in the preceding pages have been supplemented by monthly estimates of the amount of payments to recipients of certain types of public and private relief in the continental United States and in rural-town areas for the period January 1932 through December 1936 (Table 6). These estimates were prepared from reports for sample areas by methods that are described in Appendix C. They cover only general relief; aid to the aged, to the blind, and to dependent children; Farm Security Administration grants; and private assistance.

Estimated combined expenditures for the four types of public and private assistance in the United States as a whole were fairly stable during the first six months of 1932. After this period they began a steady advance, reflecting increased efforts by local governments to carry the rapidly growing burden resulting from unemployment distress, and the entry of the Federal Government into the field of unemployment relief in August 1932 through Reconstruction Finance Corporation advances.[1] Total public payments to general relief cases made in the country as a whole during 1932 are estimated at $347,500,000. An additional $70,300,000 is estimated to have been spent for aid to the aged, to the blind, and to dependent children in the same year.

[1] The volume of relief in 1932 had already evidenced a marked increase over 1931, and during the two decades preceding the depression of the 1930's the amounts expended for relief had followed an upward trend as state and local appropriations for aid to the needy were increased. See Anne E. Geddes, *Trends in Relief Expenditures, 1910–1935*, Research Monograph X, Division of Social Research, Works Progress Administration, Washington, D. C., 1937, p. xiii.

Table 6.—Amount of Payments to Recipients of Certain Types of Public and Private Relief in the Continental United States and in Rural-Town Areas, by Month, January 1932–December 1936

[Amounts in thousands of dollars]

Year and month	Total			Public [a]			Private		
	Total amount	Rural-town areas [b]		Total amount	Rural-town areas [b]		Total amount	Rural-town areas [b]	
		Amount	Percent		Amount	Percent		Amount	Percent
1932									
Total	506,203	69,083	13.6	417,795	66,869	16.0	88,408	2,214	2.5
January	39,383	4,596	11.7	25,932	4,303	16.6	13,451	293	2.2
February	42,442	4,926	11.6	30,173	4,660	15.4	12,269	266	2.2
March	47,247	5,378	11.4	34,854	5,100	14.6	12,393	278	2.2
April	39,955	5,144	12.9	31,686	4,954	15.6	8,269	190	2.3
May	37,222	4,605	12.4	31,482	4,430	14.1	5,740	175	3.0
June	37,790	4,477	11.8	32,372	4,333	13.4	5,418	144	2.7
July	34,983	4,552	13.0	29,768	4,434	14.9	5,215	118	2.3
August	37,480	4,366	11.6	32,425	4,251	13.1	5,055	115	2.3
September	38,814	5,076	13.1	33,876	4,948	14.6	4,938	128	2.6
October	41,572	6,300	15.2	37,386	6,159	16.5	4,186	141	3.4
November	50,450	9,210	18.3	45,371	9,052	20.0	5,079	158	3.1
December	58,865	10,453	17.8	52,470	10,245	19.5	6,395	208	3.3
1933									
Total	875,845	185,700	21.2	831,166	183,131	22.0	44,679	2,569	5.7
January	72,030	13,034	18.1	66,100	12,756	19.3	5,930	278	4.7
February	76,640	13,279	17.3	70,656	13,018	18.4	5,984	261	4.4
March	80,459	14,627	16.4	83,657	14,355	17.2	5,802	272	4.7
April	80,847	14,622	18.1	76,418	14,347	18.8	4,429	275	6.2
May	77,593	14,415	18.6	74,097	14,186	19.1	3,496	229	6.6
June	73,487	12,862	17.7	69,320	12,651	18.3	3,167	211	6.7
July	66,444	15,832	23.8	63,602	15,653	24.6	2,842	179	6.3
August	68,087	17,084	25.1	65,238	16,907	25.9	2,849	177	6.2
September	65,145	15,638	24.0	62,468	15,465	24.8	2,677	173	6.5
October	70,835	18,288	25.8	68,398	18,136	26.5	2,437	152	6.2
November	76,226	20,200	26.6	73,849	20,125	27.3	2,377	165	6.9
December	60,052	15,729	26.2	57,363	15,532	27.1	2,689	197	7.3
1934									
Total	1,245,943	328,839	26.4	1,223,167	327,357	26.8	22,776	1,482	6.5
January	56,971	15,593	27.4	54,627	15,459	28.3	2,344	134	5.7
February	58,472	14,521	24.8	56,427	14,388	25.5	2,045	133	6.5
March	69,497	17,445	25.1	67,325	17,331	25.7	2,172	114	5.2
April	100,229	23,107	23.1	98,207	22,994	23.4	2,022	113	5.6
May	108,192	25,960	24.0	106,171	25,849	24.3	2,021	111	5.5
June	103,626	27,120	26.2	101,853	27,016	26.5	1,773	104	5.9
July	107,679	29,311	27.2	105,988	29,214	27.6	1,691	97	5.7
August	119,877	32,768	27.3	118,210	32,661	27.6	1,667	107	6.4
September	113,797	31,971	28.1	112,146	31,853	28.4	1,651	118	7.1
October	124,470	33,439	26.9	122,778	33,311	27.1	1,692	128	7.6
November	137,253	37,610	27.4	135,542	37,481	27.7	1,711	129	7.5
December	145,880	39,994	27.4	143,893	39,800	27.7	1,987	194	9.8
1935									
Total	1,516,675	387,789	25.6	1,498,163	386,159	25.8	18,512	1,630	8.8
January	161,206	45,230	28.1	159,357	45,082	28.3	1,849	148	8.0
February	148,495	42,415	28.6	146,790	42,278	28.8	1,705	137	8.0
March	150,404	41,561	27.6	148,715	41,432	27.9	1,689	129	7.6
April	146,564	39,946	27.3	144,903	39,787	27.5	1,661	159	9.6
May	143,876	38,606	26.9	142,311	38,565	27.1	1,565	131	8.4
June	130,233	32,714	25.1	128,823	32,570	25.3	1,410	144	10.2
July	132,364	31,118	23.5	130,977	30,979	23.7	1,387	139	10.0
August	124,089	28,714	23.1	122,666	28,595	23.3	1,373	119	8.7
September	106,742	23,456	22.0	105,437	23,350	22.1	1,305	106	8.1
October	109,295	24,709	22.6	107,910	24,606	22.8	1,385	103	7.4
November	90,658	21,797	24.0	89,252	21,673	24.3	1,406	124	8.8
December	72,799	17,433	23.9	71,022	17,242	24.3	1,777	191	10.7

(Continued on next page)

Table 6.—Amount of Payments to Recipients of Certain Types of Public and Private Relief in the Continental United States and in Rural-Town Areas, by Month, January 1932–December 1936—Continued

[Amounts in thousands of dollars]

Year and month	Total			Public [a]			Private		
	Total amount	Rural-town areas [b]		Total amount	Rural-town areas [b]		Total amount	Rural-town areas	
		Amount	Percent		Amount	Percent		Amount	Percent
1936									
Total	691,259	193,125	27.9	675,208	191,748	28.4	16,051	1,377	8.6
January	63,666	16,378	25.7	62,145	16,236	26.1	1,521	142	9.3
February	63,388	16,905	26.7	61,917	16,756	27.1	1,471	149	10.1
March	62,259	16,450	26.4	60,805	16,305	26.8	1,454	145	10.0
April	57,698	14,980	26.0	56,306	14,853	26.4	1,392	127	9.1
May	52,503	13,468	25.7	51,241	13,366	26.1	1,262	102	8.1
June	51,250	12,972	25.3	50,046	12,892	25.8	1,204	80	6.6
July	51,023	13,522	26.5	49,835	13,454	27.0	1,188	68	5.7
August	51,810	14,900	28.8	50,657	14,819	29.3	1,153	81	7.0
September	54,041	15,768	29.2	52,848	15,679	29.7	1,193	89	7.5
October	56,807	17,894	31.4	55,638	17,782	32.0	1,259	112	8.9
November	59,757	18,712	31.3	58,464	18,600	31.8	1,293	112	8.7
December	66,967	21,176	31.6	65,306	21,006	32.2	1,661	170	10.2

[a] Includes general relief, poor relief, special types of public assistance, and Farm Security Administration grants; veterans relief is not included. All figures for 1932 and all figures for rural-town areas were estimated in accordance with methods described in Appendix B.

[b] Counties without a city of 25,000 or more, and in the New England states, townships of less than 5,000. These areas included 46 percent of the 1930 population of the continental United States.

Private relief agencies in January 1932 were near the peak of their activities for a 20-year period. They provided approximately 17 percent of the total amount of relief given in the continental United States during 1932, but their expenditures dropped sharply to 2 percent of the combined total in 1936 as depression was felt and the great expansion of public relief occurred. The estimated amount of relief payments made from private funds in the United States dropped from about $88,400,000 in 1932 to $44,700,000 in 1933 and $22,800,000 in 1934. Less than $19,000,000 was extended to relief cases from private funds in 1935, and in 1936 the total amounted to only a little more than $16,000,000.

The number of cases cared for by private relief agencies has ranged downward from a monthly maximum of approximately 600,000 in 1932 to about 100,000 in 1934–36. Considerable duplication exists between the cases aided from private and public funds but its extent is not known.

The rural-town portion of estimated aggregate payments to recipients of the four types of public and private relief combined was relatively small in 1932, amounting to $69,100,000 or only 14 percent of the total. A large proportion of total rural-town payments was made in counties containing a town of between 10,000 and 25,000 population. During the latter part of 1933 and in 1934 rural-town expenditures increased more rapidly than urban expenditures, and

by 1935 they amounted to $387,800,000 or 26 percent of the total. The proportion of rural-town payments rose even higher in 1936, averaging 28 percent of the total for the year and reaching nearly 32 percent in December. In 1936, however, total payments declined in both rural and urban areas.

Relief payments from private funds were made largely in the urban areas. The amounts issued to cases in rural-town areas accounted for only 4 percent of the total estimated expenditures for assistance from private funds during the five-year period ending with 1936. Cases in rural-town areas received a much larger share of the aid extended from public funds. Nearly 25 percent of the aggregate amount of public payments for general relief, the three special types of public assistance, and Farm Security Administration grants during the five-year period were made to cases in rural-town areas. In 1930, 46 percent of the population resided in these areas.

Appendixes

Appendix A

NOTES ON FEDERAL WORK PROGRAM AND PUBLIC ASSISTANCE STATISTICS, 1933–1940

THE BASIC recipient statistics reported for the various Federal work and public assistance programs are lacking in uniformity.[1] The reporting unit for some programs is the number of persons employed but for others it is the number of individuals or the number of cases assisted. Differences also exist in the periods covered by the reports. The CWA and WPA data, for example, were reported only on a weekly basis. Figures for the CCC represent the number enrolled on the tenth, twentieth, and last day of each month. Data for general relief, the special programs of the FERA, the special types of public assistance in which the Social Security Board participates; and the two NYA programs represent the number aided at any time during each calendar month.

The figures on payments to recipients reported for the several programs vary somewhat in coverage, but these differences are not sufficiently serious to prevent the simple addition of figures for individual programs in order to obtain the aggregate series.

COVERAGE AND SOURCES OF DATA

The standard adopted in selecting basic recipient data for the individual programs was the number of different households (families and single persons) aided at any time during the calendar month. Monthly averages would contain less interprogram duplication and would be more suitable for the computation of average payments per recipient, but it is not feasible to convert the general relief statistics to an average basis.

[1] The problem of selecting programs for inclusion in the series of Federal work programs and public assistance is discussed in the introduction, pp. IX to XII.

In preparing the unduplicated total recipient estimates, figures representing the maximum weekly employment in each calendar month were used wherever possible for programs for which no figures were available on the "during-the-month" basis. For example, peak week employment data for the WPA program were used in order to achieve an approximation of the numbers employed at any time during the month. (Average weekly WPA figures are shown in Table 1 and discussed in the text to avoid confusion with data shown in other WPA publications.) Averages of the three enrollment counts that have been made each month were used for the CCC program. No adjustments were made in the fiscal month average weekly employment figures for PWA projects. Further refinements of the original data for these programs would have been exceedingly difficult to achieve and, in any event, they probably would have contributed little to the accuracy of the final estimates.

All of the data used in this report relate to the continental United States. All project employees, including nonrelief persons are included in the recipient figures for work programs but no administrative employees are included. The earnings of administrative employees and all nonlabor items are likewise excluded from the figures on payments to recipients. The data for the individual programs shown in Table 4 and Appendix Tables 1 and 2 are described below. Unless otherwise specified, the source of the data is the WPA Division of Statistics, and the data cover the calendar month.

WORK PROJECTS ADMINISTRATION

Employees: Data represent average weekly employment during the month on all projects financed from WPA funds, including those operated by other Federal agencies.

Amounts: Data represent total earnings shown on pay rolls ending within the month for persons employed on all projects financed from WPA funds, including those operated by other Federal agencies.

NATIONAL YOUTH ADMINISTRATION

Employees: Data represent the number of different students employed under the student work program, and the number of different persons employed on the out-of-school work program, during the month.

Amounts: Data represent total earnings shown on pay rolls ending within the month for persons employed under the two NYA programs.

Source: National Youth Administration for months subsequent to June 1939.

CIVILIAN CONSERVATION CORPS

Enrollees: Data represent averages computed from reports on the numbers of persons enrolled on the tenth, twentieth, and last day of each month, except for the Indian Division for which averages are computed from daily reports.

Amounts: Data are estimated on the basis of average monthly enrollment and average monthly benefits of $70 per enrollee for months prior to July 1939, of $67 for the months July–October 1939, and of $66.25 for subsequent months.

Source: Civilian Conservation Corps.

PUBLIC WORKS ADMINISTRATION

Employees: Data represent average weekly employment on projects financed in whole or in part from PWA funds during the month ending on the fifteenth of the specified calendar month.

Amounts: Data represent total earnings shown on project pay rolls ending within the monthly period noted above, for persons employed on PWA projects.

Source: Bureau of Labor Statistics, Division of Construction and Public Employment.

CIVIL WORKS PROGRAM

Employees: Data represent aggregates of the maximum weekly numbers employed on Civil Works program projects in each state during the month.

Amounts: Data represent total monthly earnings of persons employed on Civil Works program projects estimated from weekly pay roll reports.

OTHER FEDERAL AGENCY PROJECTS—EMERGENCY FUNDS

Employees: Data represent average weekly employment during the month ending on the fifteenth of the specified calendar month on work and construction projects financed from funds appropriated or allotted to Federal agencies other than WPA, PWA, NYA, and CCC under the several emergency relief appropriation acts.

Amounts: Data represent total monthly earnings shown on project pay rolls ending within the monthly period noted above, for persons employed on the projects specified above.

Source: Bureau of Labor Statistics, Division of Construction and Public Employment.

SPECIAL TYPES OF PUBLIC ASSISTANCE

Recipients: Data include recipients assisted from Federal, state, and local funds for programs administered under state plans approved by the Social Security Board and from state and local funds for programs administered under state laws without Federal participation. The latter are partly estimated for all months. Data exclude recipients of hospitalization and/or burial only and, beginning September 1940, recipients of medical care only. Data on the number of recipients of old-age assistance and of aid to the blind for most states relate to the number of grants made under the program to eligible individuals, but in some states a recipient may represent a family, a couple, or a single unattached individual. For aid to dependent children, data represent the number of families for whom aid is granted.

Amounts: Data represent payments to recipients from Federal, state, and local funds for programs administered under state plans approved by the Social Security Board and from state and local funds for programs administered under state laws without Federal participation. The latter are partly estimated for all months. Data exclude the cost of hospitalization and burial and, beginning September 1940, the cost of medical care.

Source: Social Security Board, Bureau of Public Assistance, with the exception of figures prior to 1936 which were jointly estimated by the Division of Research, WPA, on the basis of the sample series described in Appendix C and by the Bureau of Public Assistance, Social Security Board.

GENERAL RELIEF

Recipients: Data on the number of emergency relief cases represent the number of different families and single persons receiving work and direct relief during the month under the general relief program of state and local emergency relief adminis-

trations. From May 1933 through December 1935 a major portion of the cost of this program was financed with Federal funds granted to the states by the Federal Emergency Relief Administration. The estimated number of outdoor poor relief cases aided by local authorities during each month under provisions of the poor laws is shown separately for the period from 1933 through 1935; after 1935 this type of relief is included in the general relief figures. Data on nonrelief employment represent aggregates of the maximum weekly numbers employed on emergency work relief program projects in each state during the month. Data exclude cases receiving hospitalization and/or burial only, and, beginning September 1940, cases receiving medical care only. All general relief totals are partly estimated for the months from January 1933 through June 1933 and for the period beginning January 1936.

Amounts: Data represent obligations incurred during the month for relief extended to cases and earnings of nonrelief persons as described above. They exclude the cost of hospitalization and burial and, beginning September 1940, cost of medical care. Total amounts are partly estimated for January through June 1933 and for the period beginning January 1936.

Source: Social Security Board, Bureau of Public Assistance, for months subsequent to March 1937. (Estimates for 1932 presented in the text on page 30 are based on the sample series described in Appendix C.)

TRANSIENT RELIEF (FERA)

Recipients: Data represent the estimated number of different cases receiving transient relief during the month from state and local emergency relief administrations.

Amounts: Data represent obligations incurred during the month from Federal, state, and local funds for transient relief extended to cases by state and local emergency relief administrations. Data for the first six months of 1933 and for months subsequent to June 1935 are partly estimated.

EMERGENCY EDUCATION (FERA)

Employees: Data represent the number of different persons employed on the emergency education program during the month.

Amounts: Data represent obligations incurred during the month for earnings of persons employed on the program.

COLLEGE STUDENT AID (FERA)

Employees: Data represent the number of different students employed on the college student aid program during the month.

Amounts: Data represent obligations incurred during the month for earnings of students employed on the program.

RURAL REHABILITATION (FERA)

Recipients: Data represent the number of cases receiving advances for subsistence or capital goods under the rural rehabilitation program during the month. Data are partly estimated for months beginning with July 1935 when this program was transferred to the Resettlement Administration.

Amounts: Data represent obligations incurred during the month for advances to cases specified above. Data for July to December 1935 are partly estimated.

FARM SECURITY ADMINISTRATION GRANTS

Recipients: Data represent the net number of cash grant payments made by the Farm Security Administration (Resettlement Administration prior to September

1937) to individuals for subsistence, plus the number of cases receiving commodities or Surplus Marketing Administration stamps issued by the FSA during the month. Ordinarily only one cash grant payment per month is made to a case.

Amounts: Data represent the net amount of cash grant payments made to individuals for subsistence plus the cost to the Farm Security Administration of commodities and Surplus Marketing Administration stamps issued during the month.

Source: Farm Security Adminstration.

REGULAR FEDERAL CONSTRUCTION PROJECTS

Employees: Data represent average weekly employment during the month ending on the fifteenth of the specified calendar month on all construction projects financed in whole or in part from RFC funds, from regular Federal appropriations, and from funds appropriated by the Emergency Relief and Construction Act of 1932.

Amounts: Data represent total earnings shown on project pay rolls ending within the monthly period noted above for persons employed on the projects specified above.

Source: Bureau of Labor Statistics, Division of Construction and Public Employment, with the exception of data for months prior to January 1936; the latter were estimated by the Divisions of Research and Statistics, WPA.

ESTIMATES OF HOUSEHOLDS AND PERSONS FOR INDIVIDUAL PROGRAMS

The basic reporting units for all but three of the programs were assumed to be equivalent to household units. The number of CCC households is smaller than the reported number of enrollees because in some instances two or more enrollees are members of the same family. The number of households was estimated by applying to the enrollment data a factor determined by the WPA Division of Research from sample rural and urban data. Similarly, adjustments were made in the original data for old-age assistance for all months, and for aid to the blind beginning with 1937. The reported figures for old-age assistance reflect legislative provisions in a number of states which require that separate grants of assistance must be made to each eligible individual; in many states, however, some payments are made to a recipient covering the needs of himself and his aged spouse. Methods of converting reported old-age assistance data to a household basis were developed by the WPA Division of Research for months prior to July 1936 and by the Social Security Board for subsequent months; the Board also formulated the adjustments for data on aid to the blind.

Monthly statistics on the number of persons benefited, including dependents of family heads, were reported only for the general emergency relief program and the special programs of the FERA. The total number of persons benefiting from each of the other programs was estimated by the WPA Division of Statistics, except for the special types of public assistance after June 1936 and general relief after March 1937, which were estimated by the Social Security Board.

NYA student work and out-of-school work program employees were treated as one-person households. Because CCC enrollees allot a substantial portion of their cash allowances to their families, however, all members of these families were included. The number of persons per CCC household was estimated on the basis of data contained in the quarterly selection reports published by the CCC. The number of persons benefiting from the three special types of public assistance was estimated by the WPA Division of Statistics for the period prior to July 1936; figures for subsequent months were determined by the Social Security Board. For the estimate of the total number of persons receiving Resettlement Administration and Farm Security Administration grants, the average for the rural rehabilitation program prior to its transfer from the FERA was used.

ELIMINATION OF DUPLICATION

Information relative to the extent of duplication in the figures on households and persons for individual programs was obtained from many sources. From data collected through sample surveys, the WPA Division of Research estimated the duplication between household figures for CCC and those for the following programs: general relief, the special types of public assistance, and WPA and other Federal agency employment financed from emergency relief appropriation act funds. Duplication between these programs and FSA was also estimated by the Division of Research.

The WPA Division of Research estimated duplication in households receiving the three special types of public assistance; between these households and those receiving general relief for months prior to July 1936; and between the special types and employment on WPA projects and other Federal agency projects financed from emergency funds. For each of these types of duplication in households, the Division of Statistics made comparable estimates of duplication in persons benefiting.

Beginning with July 1936, duplication of households and of persons within and between the three special types of public assistance, and between these types and general relief was estimated by the Social Security Board on the basis of information collected in its annual statistical reports.

Duplication of households and of persons between the general relief program and the several Federal work programs other than the CCC was estimated by the WPA Division of Statistics, which also estimated the number of NYA employees who were members of households receiving aid under other programs. Duplication between general relief and Civil Works program data was estimated on the

basis of information available from FERA reports. A number of states have submitted regular monthly reports on duplication between general relief statistics and data for the WPA and certain other Federal agency projects; and these reports and other available information served as the basis for national estimates.

Most of these estimates of duplication, especially those for the smaller programs, are only rough approximations because of limitations of the data from which they were prepared.

Appendix B

SUPPLEMENTARY TABLES

Table 1.—Employment on Federal Work and Construction Projects and Number of Recipients of Public Assistance, by Program, by Month, January 1933–December 1940

Continental United States

[In thousands]

Year and month	Employment on Federal work programs and recipients of public assistance									
	Unduplicated total		Work Projects Administration	National Youth Administration		Civilian Conservation Corps	Public Works Administration		Civil Works program	Other Federal agency projects—emergency funds
	Households	Persons in these households		Student work program	Out-of-school work program		Non-Federal projects	Federal projects		
1933										
January	4,504	17,620	—	—	—	—	—	—	—	—
February	4,764	18,648	—	—	—	—	—	—	—	—
March	5,358	21,035	—	—	—	—	—	—	—	—
April	5,456	21,416	—	—	—	21	—	—	—	—
May	5,182	20,303	—	—	—	91	—	—	—	—
June	4,795	18,774	—	—	—	243	—	—	—	—
July	4,579	17,562	—	—	—	294	—	(*)	—	—
August	4,448	17,301	—	—	—	286	—	5	—	—
September	4,128	15,714	—	—	—	274	1	42	—	—
October	4,234	16,072	—	—	—	222	3	132	—	—
November	5,557	20,462	—	—	—	289	9	223	1,532	—
December	7,164	25,375	—	—	—	290	26	289	3,597	—
1934										
January	7,974	28,093	—	—	—	297	22	226	4,311	—
February	7,980	28,102	—	—	—	293	23	226	3,854	—
March	7,243	25,886	—	—	—	268	21	229	2,609	—
April	6,364	22,954	—	—	—	256	34	285	1,105	—
May	5,813	21,205	—	—	—	294	51	380	23	—
June	5,765	21,007	—	—	—	284	76	449	(*)	—
July	5,916	21,617	—	—	—	316	95	445	(*)	—
August	6,212	22,739	—	—	—	357	111	411	—	—
September	6,237	22,612	—	—	—	330	120	348	—	—
October	6,326	22,681	—	—	—	350	126	309	—	—
November	6,505	23,260	—	—	—	352	134	288	—	—
December	6,706	24,122	—	—	—	330	107	294	—	—
1935										
January	6,900	24,716	—	—	—	338	94	168	—	—
February	6,825	24,462	—	—	—	347	78	144	—	—
March	6,855	24,354	—	—	—	306	53	158	—	—
April	6,786	23,936	—	—	—	293	100	200	—	—
May	6,694	23,502	—	—	—	338	114	244	—	—
June	6,359	22,302	—	—	—	351	120	270	—	—
July	6,137	21,669	—	—	—	401	127	254	—	8
August	6,128	21,468	220	—	—	481	135	240	—	29
September	5,733	19,903	374	35	—	483	128	199	—	78
October	5,758	19,756	705	184	—	459	123	172	—	126
November	5,647	19,343	1,815	234	—	480	110	139	—	169
December	6,008	20,767	2,667	283	—	459	98	106	—	204
1936										
January	5,991	20,724	2,880	321	17	426	95	83	—	220
February	6,127	21,155	3,019	360	79	408	87	74	—	252
March	6,131	21,073	2,960	393	163	355	123	76	—	274
April	5,884	20,156	2,626	417	181	322	172	81	—	336
May	5,604	18,901	2,397	401	178	348	213	90	—	376
June	5,427	18,195	2,286	215	184	336	240	95	—	406
July	5,327	17,639	2,245	(*)	165	350	247	75	—	404
August	5,416	17,974	2,332	2	162	338	246	70	—	395
September	5,542	18,300	2,449	63	167	299	234	64	—	374
October	5,792	18,659	2,548	341	166	330	214	57	—	353
November	5,872	18,846	2,546	399	172	343	200	49	—	319
December	5,835	18,602	2,343	411	178	328	175	39	—	292

See footnotes at end of table.

Table 1.—Employment on Federal Work and Construction Projects and Number of Recipients of Public Assistance, by Program, by Month, January 1933–December 1940

Continental United States

[In thousands]

Employment on Federal work programs and recipients of public assistance—Continued												
Special types of public assistance			General relief				Federal Emergency Relief Administration special programs				Farm Security Administration grants	Employment on regular Federal construction projects
Old-age assistance	Aid to dependent children	Aid to the blind	Relief			Non-relief	Transient	Emergency education	College student aid	Rural rehabilitation		
			Total	Poor relief	Emergency relief							
116	112	25	4,247	114	4,133	—	65	—	—	—	—	152
116	108	24	4,512	112	4,400	—	65	—	—	—	—	144
112	113	24	5,087	109	4,978	—	84	—	—	—	—	168
110	111	25	5,185	114	5,071	—	67	—	—	—	—	190
109	111	24	4,849	114	4,735	—	67	—	—	—	—	221
108	108	24	4,328	114	4,214	—	64	—	—	—	—	237
106	109	25	4,062	135	3,927	—	68	—	—	—	—	208
105	110	24	3,940	152	3,788	—	63	—	—	—	—	180
105	111	24	3,589	161	3,428	—	64	—	—	—	—	167
104	111	25	3,647	171	3,476	—	67	(a)	—	—	—	122
105	111	24	4,037	167	3,870	—	75	2	—	—	—	91
107	112	25	3,246	153	3,093	—	90	11	(a)	—	—	66
123	110	27	3,135	173	2,962	—	102	28	1	—	—	45
123	109	26	3,284	171	3,113	—	109	34	31	—	—	36
125	111	26	3,770	177	3,593	—	142	33	61	—	—	32
125	109	27	4,544	181	4,363	89	175	26	66	(a)	—	57
128	110	26	4,551	190	4,361	83	193	17	64	32	—	63
130	109	29	4,441	175	4,266	66	214	9	34	42	—	61
134	110	32	4,531	175	4,356	71	256	9	—	42	—	59
141	110	31	4,766	191	4,575	74	287	10	—	40	—	61
145	109	31	4,809	190	4,619	68	274	14	69	40	—	59
154	111	33	4,848	199	4,649	72	281	24	96	46	—	62
164	111	32	5,013	192	4,821	82	281	31	100	52	—	59
206	113	33	5,285	207	5,078	83	255	35	100	69	—	53
240	108	33	5,500	224	5,276	79	258	40	102	72	—	46
256	107	32	5,470	230	5,240	72	252	42	103	87	—	43
263	108	32	5,410	238	5,172	56	295	44	105	173	—	44
274	110	33	5,254	241	5,013	59	302	44	104	210	—	51
281	110	32	5,077	235	4,842	62	295	41	100	205	—	55
293	108	33	4,764	230	4,534	65	282	32	52	204	—	58
302	110	34	4,595	231	4,364	68	276	28	—	167	—	57
314	110	33	4,460	240	4,220	55	261	32	—	108	—	59
326	110	33	4,161	251	3,910	30	179	25	—	45	—	68
347	112	35	3,975	252	3,723	21	147	19	—	10	—	86
359	113	34	3,723	260	3,463	14	116	17	—	3	6	90
378	117	35	2,879	269	2,610	8	87	8	—	1	130	80
430	123	37	2,216	—	—	3	39	1	—	—	151	62
473	132	41	2,136	—	—	3	27	(a)	—	—	139	57
506	132	43	2,010	—	—	1	23	(a)	—	—	172	61
571	145	42	1,827	—	—	1	15	(a)	—	—	108	76
607	149	43	1,657	—	—	1	13	(a)	—	—	86	94
650	157	44	1,555	—	—	1	11	(a)	—	—	62	118
788	159	42	1,432	—	—	1	10	(a)	—	—	41	132
807	149	43	1,434	—	—	(a)	9	(a)	—	—	60	166
899	142	44	1,389	—	—	(a)	9	(a)	—	—	77	173
973	155	44	1,396	—	—	(a)	9	(a)	—	—	88	176
1,035	159	45	1,406	—	—	(a)	9	(a)	—	—	93	170
1,106	162	45	1,510	—	—	(a)	11	(a)	—	—	135	182

Table 1.—Employment on Federal Work and Construction Projects and Number of Recipients of Public Assistance, by Program, by Month, January 1933–December 1940 [a]—Continued

Continental United States

[In thousands]

Year and month	Employment on Federal work programs and recipients of public assistance								
	Unduplicated total [b]		Work Projects Administration	National Youth Administration		Civilian Conservation Corps	Public Works Administration		Other Federal agency projects—emergency funds
	Households	Persons in these households		Student work program	Out-of-school work program		Non-Federal projects	Federal projects	
1937									
January	5,844	18,769	2,127	417	185	350	147	30	288
February	5,836	18,509	2,145	427	189	345	130	27	198
March	5,883	18,630	2,125	440	192	303	133	27	192
April	5,739	17,949	2,075	442	192	303	143	27	203
May	5,508	16,969	2,018	424	185	301	154	30	215
June	5,207	16,126	1,874	249	173	277	152	29	226
July	4,696	14,220	1,628	—	150	276	144	28	215
August	4,572	13,778	1,609	(c)	133	278	135	26	173
September	4,483	13,346	1,454	36	127	288	120	24	165
October	4,628	13,533	1,460	244	122	283	107	21	161
November	4,792	14,085	1,501	283	127	298	91	18	156
December	5,169	15,460	1,894	304	136	284	77	15	143
1938									
January	5,629	17,080	1,801	310	146	285	65	11	116
February	5,955	18,236	2,001	320	152	278	63	9	110
March	6,336	19,535	2,319	327	155	262	65	9	119
April	6,417	19,874	2,538	334	159	262	73	8	149
May	6,496	20,115	2,638	329	179	257	82	9	206
June	6,475	20,147	2,741	219	209	245	84	8	240
July	6,415	20,019	2,996	—	215	254	81	7	180
August	6,533	20,475	3,122	2	219	260	79	8	13
September	6,563	20,470	3,209	49	221	268	80	22	14
October	6,330	21,022	3,282	322	220	291	94	24	12
November	6,934	21,280	3,330	364	230	293	105	34	10
December	6,954	21,286	3,156	372	240	275	122	35	10
1939									
January	6,960	21,227	3,016	372	237	295	140	34	7
February	7,009	21,276	2,990	382	242	296	143	31	7
March	7,015	21,250	3,004	380	236	289	149	31	6
April	6,805	20,440	2,786	384	228	285	170	34	6
May	6,597	19,606	2,638	372	225	292	189	36	6
June	6,363	18,761	2,570	280	214	266	205	35	6
July	5,990	17,683	2,279	(c)	207	288	197	30	3
August	5,755	16,797	1,967	1	211	289	192	27	3
September	5,478	15,626	1,715	70	225	255	179	25	3
October	5,709	16,098	1,867	362	238	288	160	23	4
November	5,804	16,401	1,946	423	261	292	150	19	2
December	5,907	16,861	2,109	434	296	266	123	16	2
1940									
January	6,143	17,749	2,203	437	322	293	94	12	2
February	6,217	18,012	2,293	456	336	296	78	10	2
March	6,171	17,854	2,294	473	335	264	71	10	2
April	5,974	17,117	2,125	482	321	272	72	10	2
May	5,736	16,256	1,963	477	296	270	72	8	2
June	5,371	15,069	1,734	313	269	240	70	7	2
July	5,055	14,331	1,639	(c)	196	274	56	7	2
August	5,098	14,478	1,684	1	239	287	43	5	1
September	4,990	14,059	1,673	24	238	254	35	5	1
October	5,200	14,436	1,743	352	232	279	27	4	1
November	5,277	14,577	1,771	439	262	253	22	4	1
December	5,362	14,807	1,826	449	326	246	18	3	1

[a] See Appendix A for notes on source and coverage.
[b] Does not include data pertaining to regular Federal construction projects.
[c] Less than 500.

Table 1.—Employment on Federal Work and Construction Projects and Number of Recipients of Public Assistance, by Program, by Month, January 1933–December 1940[1]—Continued

Continental United States

[In thousands]

Employment on Federal work programs and recipients of public assistance—Continued												
Special types of public assistance			General relief				Federal Emergency Relief Administration special programs				Farm Security Administration grants	Employment on regular Federal construction projects
			Relief									
Old-age assistance	Aid to dependent children	Aid to the blind	Total	Poor relief	Emergency relief	Non-relief	Transient	Emergency education	College student aid	Rural rehabilitation		
1,150	166	47	1,662	—	—	(2)	10	(2)	—	—	335	129
1,200	171	47	1,726	—	—	(2)	6	(2)	—	—	229	123
1,256	178	48	1,684	—	—	(2)	6	(2)	—	—	323	126
1,296	183	49	1,550	—	—	—	—	—	—	—	300	139
1,327	189	49	1,382	—	—	—	—	—	—	—	218	161
1,290	192	50	1,277	—	—	—	—	—	—	—	191	181
1,302	176	50	1,257	—	—	—	—	—	—	—	54	200
1,432	203	51	1,271	—	—	—	—	—	—	—	78	209
1,467	209	53	1,295	—	—	—	—	—	—	—	67	213
1,503	215	54	1,270	—	—	—	—	—	—	—	71	209
1,541	220	55	1,308	—	—	—	—	—	—	—	83	201
1,577	228	56	1,626	—	—	—	—	—	—	—	109	169
1,600	234	57	1,893	—	—	—	—	—	—	—	108	141
1,623	241	58	1,996	—	—	—	—	—	—	—	119	134
1,646	247	60	1,994	—	—	—	—	—	—	—	126	144
1,662	252	60	1,815	—	—	—	—	—	—	—	117	161
1,677	256	62	1,696	—	—	—	—	—	—	—	117	161
1,687	258	62	1,648	—	—	—	—	—	—	—	112	190
1,707	260	63	1,610	—	—	—	—	—	—	—	93	209
1,716	263	64	1,581	—	—	—	—	—	—	—	69	222
1,731	268	65	1,526	—	—	—	—	—	—	—	64	239
1,746	271	65	1,497	—	—	—	—	—	—	—	69	248
1,762	274	66	1,518	—	—	—	—	—	—	—	78	246
1,776	280	67	1,631	—	—	—	—	—	—	—	89	228
1,787	287	67	1,772	—	—	—	—	—	—	—	126	171
1,799	296	67	1,844	—	—	—	—	—	—	—	123	161
1,813	298	68	1,850	—	—	—	—	—	—	—	127	163
1,830	296	68	1,724	—	—	—	—	—	—	—	113	183
1,832	299	68	1,644	—	—	—	—	—	—	—	87	209
1,842	311	68	1,568	—	—	—	—	—	—	—	69	242
1,856	312	68	1,539	—	—	—	—	—	—	—	46	260
1,871	312	69	1,583	—	—	—	—	—	—	—	72	274
1,884	313	69	1,665	—	—	—	—	—	—	—	53	284
1,894	313	69	1,628	—	—	—	—	—	—	—	48	288
1,903	313	69	1,559	—	—	—	—	—	—	—	66	281
1,909	315	70	1,558	—	—	—	—	—	—	—	96	262
1,922	325	70	1,674	—	—	—	—	—	—	—	106	211
1,927	329	70	1,671	—	—	—	—	—	—	—	115	205
1,932	334	70	1,612	—	—	—	—	—	—	—	119	224
1,941	338	71	1,537	—	—	—	—	—	—	—	87	256
1,953	342	71	1,442	—	—	—	—	—	—	—	72	286
1,967	346	72	1,354	—	—	—	—	—	—	—	60	314
1,986	349	72	1,362	—	—	—	—	—	—	—	31	332
2,001	353	72	1,342	—	—	—	—	—	—	—	43	345
2,016	357	72	1,258	—	—	—	—	—	—	—	35	391
2,034	360	72	1,230	—	—	—	—	—	—	—	34	456
2,051	364	73	1,212	—	—	—	—	—	—	—	36	614
2,068	370	73	1,239	—	—	—	—	—	—	—	45	712

Table 2.—Amount of Earnings of Persons Employed on Federal Work and Construction Projects and Payments to Recipients of Public Assistance, by Program, by Month, January 1933–December 1940[A]

Continental United States

[In thousands of dollars]

Year and month	Federal work program earnings and payments to recipients of public assistance								
	Total[B]	Work Projects Administration	National Youth Administration		Civilian Conservation Corps	Public Works Administration		Civil Works program	Other Federal agency projects—emergency funds
			Student work program	Out-of-school work program		Non-Federal projects	Federal projects		
1933—Total	1,223,328	—	—	—	140,736	1,815	28,902	214,956	—
January	66,426	—	—	—	—	—	—	—	—
February	70,984	—	—	—	—	—	—	—	—
March	84,077	—	—	—	—	—	—	—	—
April	78,227	—	—	—	1,474	—	—	—	—
May	80,819	—	—	—	6,387	—	—	—	—
June	86,634	—	—	—	16,992	—	—	—	—
July	84,546	—	—	—	20,579	—	26	—	—
August	85,682	—	—	—	19,996	—	134	—	—
September	83,855	—	—	—	19,169	36	1,860	—	—
October	90,379	—	—	—	15,575	157	5,810	—	—
November	137,552	—	—	—	20,245	501	10,290	31,932	—
December	274,147	—	—	—	20,319	1,121	10,782	183,024	—
1934—Total	2,380,865	—	—	—	260,957	58,433	216,728	503,060	—
January	308,193	—	—	—	20,810	1,117	9,973	218,799	—
February	247,882	—	—	—	20,489	1,477	11,374	154,549	—
March	226,700	—	—	—	18,761	1,082	11,124	123,630	—
April	149,523	—	—	—	17,894	1,799	14,821	5,968	—
May	161,042	—	—	—	20,560	2,842	20,342	102	—
June	162,381	—	—	—	19,907	4,416	25,827	11	—
July	168,663	—	—	—	22,113	5,395	25,412	1	—
August	196,765	—	—	—	25,019	7,282	24,931	—	—
September	174,945	—	—	—	23,114	7,926	21,164	—	—
October	187,680	—	—	—	24,510	8,330	18,952	—	—
November	203,290	—	—	—	24,674	9,303	18,696	—	—
December	203,801	—	—	—	23,106	7,464	14,112	—	—
1935—Total	2,532,512	238,018	6,364	—	332,851	97,679	157,993	—	34,225
January	219,102	—	—	—	25,036	6,770	11,409	—	—
February	203,488	—	—	—	24,305	5,842	10,099	—	—
March	207,030	—	—	—	21,437	5,835	11,018	—	—
April	210,711	—	—	—	20,499	7,492	13,858	—	—
May	214,080	—	—	—	23,675	8,584	15,606	—	—
June	199,252	—	—	—	24,539	9,072	16,850	—	—
July	200,751	2	—	—	28,088	9,122	16,352	—	591
August	200,907	5,312	—	—	33,687	10,328	15,920	—	1,324
September	191,203	16,592	221	—	33,777	9,495	13,905	—	4,380
October	209,671	32,617	1,653	—	32,106	9,362	13,242	—	7,007
November	222,995	65,015	2,095	—	33,582	8,641	10,982	—	9,618
December	253,302	118,480	2,395	—	32,120	7,136	8,752	—	11,325
1936—Total	3,119,013	1,592,039	26,329	28,883	292,397	180,043	84,187	—	234,185
January	256,502	134,237	2,528	196	29,792	6,816	7,526	—	12,121
February	261,518	140,672	2,865	1,061	28,188	5,980	7,223	—	12,920
March	269,423	147,930	3,099	2,153	24,858	7,861	7,339	—	14,724
April	263,260	138,534	3,295	2,903	22,575	12,920	8,014	—	17,884
May	258,856	130,241	3,580	2,866	24,348	16,363	8,631	—	21,143
June	255,963	124,986	1,842	3,070	23,518	19,274	9,125	—	23,721
July	249,972	121,621	1	2,574	24,496	19,966	7,209	—	23,866
August	253,841	125,068	7	2,582	23,639	20,286	7,051	—	24,295
September	255,814	128,971	342	2,729	20,903	19,780	6,496	—	22,419
October	266,048	135,188	2,516	2,787	23,133	18,370	6,077	—	22,018
November	268,859	137,502	3,122	2,933	24,012	17,323	5,128	—	20,079
December	258,956	126,789	3,132	3,029	22,945	15,154	4,378	—	18,005

See footnotes at end of table.

Table 2.—Amount of Earnings of Persons Employed on Federal Work and Construction Projects and Payments to Recipients of Public Assistance, by Program, by Month, January 1933–December 1940 [a]

Continental United States

[In thousands of dollars]

Federal work program earnings and payments to recipients of public assistance—Continued												
Special types of public assistance			General relief				Federal Emergency Relief Administration special programs				Farm Security Administration grants	Earnings on regular Federal construction projects
Old-age assistance	Aid to dependent children	Aid to the blind	Relief			Non-relief	Transient	Emergency education	College student aid	Rural rehabilitation		
			Total	Poor relief	Emergency relief							
26,071	40,504	5,839	758,752	16,379	742,373	—	5,307	443	3	—	—	134,830
2,322	3,670	493	59,615	1,049	58,566	—	326	—	—	—	—	10,910
2,313	3,431	474	64,438	1,031	63,407	—	328	—	—	—	—	10,090
2,249	3,487	479	77,442	1,011	76,431	—	420	—	—	—	—	11,670
2,207	3,406	496	70,309	1,098	69,211	—	335	—	—	—	—	12,690
2,175	3,406	479	68,037	1,128	66,909	—	335	—	—	—	—	14,810
2,159	3,322	480	63,359	1,142	62,217	—	322	—	—	—	—	15,770
2,131	3,252	500	57,719	1,318	56,401	—	339	—	—	—	—	13,990
2,107	3,281	478	59,372	1,521	57,851	—	314	—	—	—	—	12,260
2,098	3,208	479	56,598	1,604	54,994	—	322	—	—	—	—	12,000
2,073	3,208	501	62,531	1,904	60,627	—	435	4	—	—	—	8,810
2,098	3,207	483	67,971	1,899	66,072	—	671	64	—	—	—	6,755
2,139	3,366	497	51,361	1,674	49,687	—	1,160	375	3	—	—	5,075
32,244	40,686	7,073	1,143,164	23,963	1,119,201	57,451	33,150	12,800	7,775	7,344	—	55,718
2,342	3,389	543	48,353	1,812	46,541	—	1,679	1,169	19	—	—	3,628
2,331	3,361	516	50,219	1,829	48,390	—	1,736	1,519	311	—	—	3,113
2,373	3,413	514	61,025	1,921	59,104	—	2,266	1,675	837	—	—	2,811
2,371	3,353	543	91,940	2,026	89,914	6,152	2,398	1,332	950	2	—	4,780
2,426	3,385	530	99,830	2,132	97,698	6,112	2,494	871	948	600	—	5,339
2,474	3,353	591	95,435	1,891	93,544	6,050	2,444	403	287	1,183	—	5,192
2,553	3,381	637	99,417	1,848	97,569	5,981	2,681	384	—	708	—	5,062
2,672	3,401	618	111,519	2,003	109,516	7,030	3,037	531	—	725	—	5,432
2,780	3,357	628	105,411	1,998	103,413	5,591	3,058	491	547	908	—	5,238
2,919	3,409	662	115,788	2,148	113,640	6,238	3,576	1,102	1,268	926	—	5,321
3,114	3,413	639	128,376	2,093	126,283	7,404	3,722	1,594	1,340	1,015	—	5,209
3,919	3,471	652	135,851	2,262	133,589	6,893	4,059	1,729	1,268	1,277	—	4,593
64,966	41,727	7,970	1,380,959	30,726	1,350,233	52,223	40,012	18,545	7,137	49,302	2,541	62,254
4,406	3,417	655	150,879	2,448	148,431	7,205	4,304	2,271	1,346	1,404	—	3,978
4,526	3,397	639	138,128	2,468	135,660	6,036	3,822	2,178	1,347	3,069	—	3,812
4,738	3,422	638	139,917	2,587	137,330	5,261	4,029	2,344	1,378	7,033	—	3,840
4,920	3,472	659	135,852	2,550	133,302	5,296	3,848	2,284	1,385	11,146	—	4,477
5,109	3,463	641	133,098	2,499	130,599	6,138	3,784	2,235	1,207	10,450	—	4,839
5,306	3,417	658	119,442	2,377	117,065	5,628	3,476	1,548	384	8,932	—	5,108
5,541	3,468	681	121,287	2,474	118,813	5,786	3,732	1,322	—	4,779	—	4,986
5,556	3,488	660	112,862	2,482	110,380	4,524	3,775	1,564	—	1,807	—	5,269
5,817	3,472	669	95,479	2,610	92,869	2,646	3,184	1,024	—	562	—	5,825
6,002	3,526	693	97,689	2,672	95,017	2,147	2,755	794	—	78	—	6,794
6,308	3,559	683	78,605	2,737	75,868	1,092	1,994	688	—	36	99	6,986
6,539	3,626	694	57,721	2,822	54,899	464	1,309	293	—	6	2,442	6,340
155,241	49,654	12,813	457,135	—	—	1,969	3,748	125	—	—	20,365	139,955
7,019	3,533	884	47,921	—	—	324	778	39	—	—	2,788	5,651
7,713	3,770	979	46,858	—	—	198	534	15	—	—	2,597	5,042
8,273	3,807	1,019	44,555	—	—	182	458	14	—	—	3,151	5,344
9,247	3,951	1,024	40,070	—	—	198	320	11	—	—	2,014	7,216
9,902	4,010	1,045	34,977	—	—	163	208	12	—	—	1,307	7,720
10,609	4,238	1,070	33,184	—	—	142	227	12	—	—	945	10,973
13,088	4,271	1,052	30,831	—	—	114	191	10	—	—	563	15,409
14,947	4,034	1,102	29,679	—	—	92	178	6	—	—	895	18,224
16,298	4,233	1,122	30,057	—	—	136	188	2	—	—	1,148	18,306
18,004	4,401	1,144	30,722	—	—	132	187	2	—	—	1,367	18,087
19,363	4,588	1,163	31,934	—	—	105	190	1	—	—	1,416	16,604
20,788	4,818	1,179	36,347	—	—	88	229	1	—	—	2,174	15,379

Table 2.—Amount of Earnings of Persons Employed on Federal Work and Construction Projects and Payments to Recipients of Public Assistance, by Program, by Month, January 1933–December 1940[a]—Continued

Continental United States

[In thousands of dollars]

Year and month	Federal work program earnings and payments to recipients of public assistance							
	Total[b]	Work Projects Administration	National Youth Administration		Civilian Conservation Corps	Public Works Administration		Other Federal agency projects—emergency funds
			Student work program	Out-of-school work program		Non-Federal projects	Federal projects	
1937—Total	2,653,918	1,186,266	24,287	32,664	245,756	141,920	34,154	148,565
January	246,929	114,838	2,967	3,087	24,485	12,664	3,374	14,034
February	245,574	116,047	3,227	3,245	24,158	11,640	2,900	12,207
March	246,172	116,912	3,316	3,226	21,238	11,074	2,862	11,810
April	243,294	115,831	3,347	3,191	21,228	13,232	3,116	13,219
May	236,784	112,178	3,642	3,106	21,039	13,742	3,075	14,024
June	225,735	106,368	1,992	2,920	19,356	14,112	3,123	14,941
July	205,341	91,690	—	2,491	19,334	13,315	3,154	13,179
August	198,131	82,778	(c)	2,348	19,439	12,930	2,924	12,354
September	193,228	81,146	164	2,198	16,312	11,961	2,872	11,534
October	196,517	81,369	1,599	2,165	18,376	10,337	2,540	11,377
November	203,715	82,634	1,977	2,263	20,876	9,414	2,249	10,539
December	212,498	86,475	2,056	2,429	19,912	7,490	1,875	9,347
1938—Total	3,236,383	1,750,836	19,598	41,560	230,318	97,355	21,357	67,798
January	221,157	93,060	1,996	2,552	19,940	6,298	1,316	7,303
February	231,347	103,092	2,166	2,688	19,461	6,000	1,069	6,727
March	247,661	119,693	2,203	2,739	18,336	5,706	1,041	6,720
April	256,146	131,419	2,255	2,766	18,311	6,824	1,078	8,576
May	263,620	137,916	2,406	3,075	18,014	7,965	961	12,030
June	272,707	146,068	1,550	3,585	17,174	8,601	890	14,498
July	274,926	155,709	—	3,701	19,843	8,019	706	7,211
August	282,520	167,999	6	3,903	20,334	8,220	757	1,106
September	284,587	169,659	211	3,930	18,767	8,326	2,597	1,178
October	295,396	176,100	1,980	4,028	20,367	9,070	2,722	988
November	302,239	177,229	2,408	4,193	20,514	10,664	3,946	726
December	304,077	172,892	2,417	4,400	19,253	11,662	4,274	695
1939—Total	3,185,156	1,565,224	22,707	51,538	230,513	204,122	38,706	4,457
January	297,225	160,606	2,266	4,347	20,642	12,781	4,031	543
February	292,827	154,765	2,457	4,472	20,689	13,059	3,283	531
March	299,783	162,596	2,446	4,451	18,103	12,903	3,276	466
April	289,486	152,457	2,494	4,318	19,974	15,908	4,004	494
May	285,561	147,979	2,494	4,286	20,432	18,383	4,206	512
June	277,054	140,597	1,935	3,993	18,637	21,600	4,216	492
July	251,923	122,112	(c)	2,561	19,317	19,867	3,078	288
August	246,402	111,593	5	4,145	19,372	20,683	3,025	248
September	225,295	93,050	306	4,222	17,097	20,054	2,812	240
October	236,706	101,986	2,390	4,437	19,308	18,126	2,572	270
November	239,864	105,589	2,952	4,864	19,321	16,765	2,279	206
December	243,031	111,894	2,962	5,442	17,621	13,993	1,834	177
1940—Total	2,723,236	1,269,447	26,864	65,211	215,846	80,606	10,413	1,585
January	244,269	109,759	2,852	5,816	19,426	10,822	1,447	127
February	248,395	115,032	3,114	6,138	19,605	9,477	1,268	145
March	253,584	124,363	3,266	6,251	17,479	8,100	1,155	144
April	247,787	119,959	3,370	5,932	18,051	8,734	1,138	143
May	239,153	114,339	3,427	5,554	17,908	8,903	1,000	127
June	218,714	100,419	2,314	5,706	15,872	8,394	886	165
July	211,840	97,086	2	3,407	18,137	6,899	767	162
August	213,288	97,333	4	4,759	19,022	5,738	692	70
September	203,056	93,507	106	4,822	16,828	4,586	644	93
October	216,141	101,789	2,236	4,911	18,479	3,602	540	126
November	209,214	93,532	3,064	5,450	18,725	3,047	509	151
December	217,845	102,329	3,109	6,463	16,314	2,304	367	132

[a] See Appendix A for notes on source and coverage.
[b] Does not include earnings on regular Federal construction projects.
[c] Less than $500.

Table 2.—Amount of Earnings of Persons Employed on Federal Work and Construction Projects and Payments to Recipients of Public Assistance, by Program, by Month, January 1933–December 1940[1]—Continued

Continental United States

[In thousands of dollars]

Federal work program earnings and payments to recipients of public assistance—Continued												Earnings on regular Federal construction projects
Special types of public assistance			General relief				Federal Emergency Relief Administration special programs				Farm Security Administration grants	
			Relief									
Old-age assistance	Aid to dependent children	Aid to the blind	Total	Poor relief	Emergency relief	Non-relief	Transient	Emergency education	College student aid	Rural rehabilitation		
310,442	70,451	16,171	406,718	—	—	163	464	3	—	—	35,894	214,709
21,644	4,941	1,217	37,889	—	—	96	208	1	—	—	5,484	13,635
22,535	5,107	1,234	39,260	—	—	40	128	1	—	—	3,755	12,729
23,602	5,378	1,259	39,786	—	—	27	128	1	—	—	5,553	13,134
24,361	5,496	1,268	35,745	—	—	—	—	—	—	—	5,260	15,650
24,753	5,660	1,279	30,615	—	—	—	—	—	—	—	3,671	16,364
24,410	5,740	1,311	28,226	—	—	—	—	—	—	—	3,236	18,467
25,799	5,094	1,329	29,015	—	—	—	—	—	—	—	941	21,145
26,578	6,125	1,354	29,955	—	—	—	—	—	—	—	1,346	21,017
27,832	6,303	1,440	30,274	—	—	—	—	—	—	—	1,197	23,191
28,607	6,555	1,464	30,729	—	—	—	—	—	—	—	1,396	21,234
29,626	6,885	1,492	33,981	—	—	—	—	—	—	—	1,779	20,672
30,695	7,167	1,524	41,243	—	—	—	—	—	—	—	2,276	17,471
392,284	97,442	18,958	476,203	—	—	—	—	—	—	—	22,579	250,592
31,186	7,357	1,451	46,404	—	—	—	—	—	—	—	2,204	15,977
31,403	7,572	1,489	47,207	—	—	—	—	—	—	—	2,473	14,361
31,782	7,574	1,519	47,471	—	—	—	—	—	—	—	2,577	15,444
32,072	7,880	1,527	41,113	—	—	—	—	—	—	—	2,325	17,800
32,319	7,886	1,535	37,337	—	—	—	—	—	—	—	2,156	20,019
32,276	7,987	1,580	36,747	—	—	—	—	—	—	—	1,756	21,680
32,826	8,013	1,603	35,909	—	—	—	—	—	—	—	1,201	24,084
32,915	8,300	1,619	36,244	—	—	—	—	—	—	—	1,117	24,707
33,259	8,389	1,634	35,406	—	—	—	—	—	—	—	1,231	27,694
33,625	8,506	1,643	34,934	—	—	—	—	—	—	—	1,483	24,902
33,981	8,739	1,660	36,476	—	—	—	—	—	—	—	1,703	23,358
34,740	8,939	1,678	40,865	—	—	—	—	—	—	—	2,263	20,586
430,480	114,949	20,752	482,653	—	—	—	—	—	—	—	19,055	310,587
35,008	9,226	1,687	43,699	—	—	—	—	—	—	—	2,391	19,008
35,120	9,395	1,704	45,025	—	—	—	—	—	—	—	2,327	17,284
35,188	9,496	1,714	46,950	—	—	—	—	—	—	—	2,492	15,780
35,200	9,212	1,719	41,284	—	—	—	—	—	—	—	2,242	19,898
35,198	9,279	1,714	39,389	—	—	—	—	—	—	—	1,689	22,665
35,797	9,885	1,729	37,189	—	—	—	—	—	—	—	1,284	27,639
36,184	9,630	1,739	36,329	—	—	—	—	—	—	—	838	27,279
36,378	9,663	1,739	35,339	—	—	—	—	—	—	—	1,212	30,277
36,511	9,712	1,736	35,699	—	—	—	—	—	—	—	856	33,020
36,335	9,840	1,744	35,831	—	—	—	—	—	—	—	867	31,997
36,626	9,900	1,763	35,434	—	—	—	—	—	—	—	1,165	32,092
36,838	10,009	1,774	35,785	—	—	—	—	—	—	—	1,702	30,588
474,999	133,239	21,826	404,946	—	—	—	—	—	—	—	18,254	517,376
38,192	10,385	1,790	41,645	—	—	—	—	—	—	—	2,008	24,994
38,526	10,513	1,783	40,502	—	—	—	—	—	—	—	2,293	24,318
38,311	10,721	1,793	39,196	—	—	—	—	—	—	—	2,805	25,508
38,483	10,839	1,800	36,788	—	—	—	—	—	—	—	2,500	30,337
38,651	10,892	1,803	34,405	—	—	—	—	—	—	—	2,144	34,272
39,189	10,962	1,822	31,447	—	—	—	—	—	—	—	1,516	36,275
39,643	11,090	1,818	32,192	—	—	—	—	—	—	—	637	39,440
39,943	11,223	1,832	31,732	—	—	—	—	—	—	—	940	43,799
40,094	11,328	1,829	28,547	—	—	—	—	—	—	—	732	47,038
40,864	11,558	1,846	29,379	—	—	—	—	—	—	—	811	56,120
41,306	11,718	1,848	29,033	—	—	—	—	—	—	—	831	69,201
41,858	11,990	1,862	30,080	—	—	—	—	—	—	—	1,037	86,074

Appendix C

NOTES ON ESTIMATES OF PUBLIC AND PRIVATE RELIEF IN THE CONTINENTAL UNITED STATES AND IN RURAL-TOWN AREAS 1932–1936

ESTIMATES of payments to recipients were prepared for certain periods and classifications not covered by official reports, namely, all payments in 1932, all private relief payments, all payments in rural-town areas as distinguished from urban areas, and categorical assistance payments before Federal funds became available for such assistance. These estimates, which are summarized in Table 6, were based on reports for sample areas included in the rural-town and urban series.

The urban relief series had representation in all states containing cities of 50,000 or more population, except Arkansas and New Hampshire, and provided continuous monthly data on payments to relief recipients reported by public and private agencies in 116 urban areas. This series was initiated in 1929 by the Russell Sage Foundation; it was subsequently transferred to the United States Children's Bureau and later to the Social Security Board.

The figures obtained from this series covered general public relief; aid to the aged, to the blind, and to dependent children; and private assistance. The figures used in preparing the estimates do not include expenditures for the Work Projects Administration, for the Civil Works program, or for special programs administered by the Federal Emergency Relief Administration, including emergency education, college student aid, rural rehabilitation, and transient relief.[1]

[1] The urban relief series published by the Social Security Board, however, was revised to include figures for some of these programs. See Helen R. Jeter, "A Seasonal Index for Urban Relief," *Social Security Bulletin*, Vol. 1, No. 7, July 1938, pp. 50–56.

The rural-town relief series included monthly data on relief expenditures of public and private agencies in 385 selected counties and townships in 36 states.[2] The reports covered entire counties in all the states sampled except Massachusetts and Connecticut where the sample units were individual townships. Some of the sample counties and townships included towns and small cities ranging in size up to 25,000 population. The 385 counties and townships were selected to represent the total rural and town population of the continental United States and to provide an indicator of the monthly trend in public and private assistance payments to families in rural and town areas.

The rural-town sample series included the three major forms of assistance covered by the urban series and, in addition, Farm Security Administration (formerly the Resettlement Administration) grants. It did not include loans made by the Farm Security Administration. As in the case of the urban sample data, the rural-town series excluded expenditures for the Work Projects Administration, the Civil Works program, and special programs administered by the FERA.

It was not possible to obtain information on relief expenditures for all of the 385 counties and townships for the entire period from 1932 through 1936. Data for the sample counties were available for 1935 and 1936 in 36 states, for 1934 in 35 states, for 1933 in 26 states, and for 1932 in 24 states. The sample coverage is smaller, therefore, in the early years. The trends shown by the 24 states throughout the overlapping years, however, correspond closely to the trends for the 36 states.

The problem of combining the rural-town and urban data to arrive at the total data for private assistance for 1932–36 and public assistance in 1932 was approached in the following manner. The United States population of 1930 was divided into urban and rural and town populations. The urban population was obtained by combining the population of all counties containing cities with 25,000 or more persons and, in the New England States, all townships containing 5,000 or more persons. This total was subtracted from the United States total population as shown by the 1930 Census to give the rural-town population.

The proportion which the population of the urban sample areas constituted of the total urban population of the United States was then calculated and this proportion was used as a weighting factor to raise the reported expenditures for relief in sample urban areas to the estimated expenditure for the urban United States. Rural-town

[2] Methodology of the rural-town reporting series is outlined more fully in Waller Wynne, Jr., *Five Years of Rural Relief*, Division of Social Research, Works Progress Administration, Washington, D. C., 1938, pp. 133–147.

expenditures for relief were estimated for the United States by the same process.

The method used in raising the monthly expenditures in the sample urban areas to the estimated monthly expenditures in all urban areas was as follows:

The monthly expenditure for each type of relief, except assistance to the aged, to the blind, and to dependent children, in the sample urban areas was multiplied by 1.45, which was the ratio of the population in all urban areas to the population in the sample urban areas. The weighting factor applied to expenditures for the aged, for the blind, and for dependent children varied each year in accordance with the number of states with legal provisions for these types of aid.

The monthly expenditures for relief in rural-town areas were computed in the same manner as those for urban areas. The estimated total expenditures for sample rural-town areas for 1935 and 1936 (except expenditures for the aged, for the blind, and for dependent children) were multiplied by 8.68, which was the ratio of the total rural-town population to the rural-town population in the sample areas in 36 states. Since expenditures were not available for all 36 states for the years 1932, 1933, and 1934, it was necessary to increase the weighting factor in accordance with changes in the ratio of the total rural-town population to the population of the states reporting in the series. For aid to the aged, to the blind, and to dependent children, as noted above, the weighting factor varied with the number of states providing these types of assistance. The monthly estimated expenditures for each type of relief in rural-town areas were then combined to give the total monthly expenditures for relief in rural-town areas.

Monthly estimates of expenditures in urban areas and in rural-town areas having been obtained by the above method, the total monthly expenditures in the United States for private relief for the period January 1932 through December 1936 and for public relief in 1932 were obtained by adding the estimated urban and rural-town expenditures.

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